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ABSTRACT

The purpose of this document is to describe an elementary teacher preparation program at Oregon College of Education as an example of an ongoing, reasonably mature, competency-based teacher education program. Six major aspects of the program are discussed in detail. First, the background of the program is described, giving the history of the program and defining its parameters. Following this there is a section describing the professional components of the program, its structure and content, and aspects of the program as it involves teachers and students. The third section of the monograph discusses the development of the program from an administrator's perspective, outlining strategies and procedures used in developing the program. The fourth major section describes the program as a context for research and outlines the research efforts being implemented. Part five deals with the matter of costs and benefits associated with both the development and operation of this program. Tables are included to illustrate costs over a three-year period and projection of short- and long-term benefits. The final section analyzes the program to date and offers projections for further implementation. Appendices offer detailed tables on program costs. (JD)

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FROM COMMITMENT TO PRACTICE:

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Foreword

The American Association of Colleges for Teacher Education (AACTE) is pleased to publish this paper as one of a series of monographs sponsored by its Committee on Performance-Based Teacher Education. The series is designed to expand the knowledge base about issues, problems, and prospects regarding performance-based teacher education as identified in the three papers on the state of the art developed by the Committee itself.[1,2,3]

Whereas these three papers are declarations for which the Committee accepts full responsibility, publication of this monograph (and the others in the PBTE Series) does not imply Association or Committee endorsement of the views expressed. It is believed, however, that the experience and expertise of these individual authors, as reflected in their writings, are such that their ideas are fruitful additions to the continuing dialogue concerning performance-based teacher education.

For at least three reasons, this monograph is an important addition to the literature not only about competency-based teacher education, but about all of teacher education. First, the authors describe the CBTE program operation at the Oregon College of Education. In 1974, this program was awarded the AACTE Distinguished Achievement Award for Excellence in Teacher Education. Second, the OCE-CBTE program represents an important step toward the resolution of the criterion problem in teacher effectiveness research. The program is designed so that research into current data can be conducted on a continual basis, and so that in turn, the program can be updated, can be made more suitable to students' needs, and does not become stagnated. And thirdly, the final section of the monograph which reports a cost/benefit study conducted by OCE is singled out as a particularly valuable addition to the literature.

AACTE acknowledges with appreciation the role of the National Center for Improvement of Educational Systems (NCIES) of the U.S. Office of Education in the PBTE Project. Its financial support (provided through the Texas Education Agency) as well as its professional stimulation, particularly that of Allen Schmieder, are major contributions to the

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[1]Stanley Elam, *Performance-Based Teacher Education: What Is the State of the Art?* (Washington, D.C.: The American Association of Colleges for Teacher Education, December 1971).

[2]AACTE Committee on Performance-Based Teacher Education, *Achieving the Potential of Performance-Based Teacher Education: Recommendations* (Washington, D.C.: The American Association of Colleges for Teacher Education, February 1974).

[3]AACTE Committee on Performance-Based Teacher Education, *Performance-Based Teacher Education: A 1975 Commentary* (Washington, D.C.: The American Association of Colleges for Teacher Education, August 1975).

Committee's work. The Association acknowledges also the contribution of members of the Committee and others who served as readers of this paper. Special recognition is due Lorrin Kennamer, former Committee Chairman; William Drummond, current Committee Chairman; David R. Krathwohl, former member of the Committee and Chairman of its publications task force; Margaret Lindsey, current Chairman of its publications task force; and Shirley Bonneville of the Project Staff for their contributions to the development of this publication.

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Preface

In spite of the rapid and extensive spread of the principles of competency-based teacher education in the United States, a great deal of controversy and misunderstanding exists about them. Some feel CBTE is no more than the invention of a new language to describe old ideas; some feel it is a return to a "normal school" approach to teacher preparation, or at least one that relies too heavily on "training" and "modularized" instruction; some feel it to be "dehumanizing," "obsessed with measurement," and in general a movement in education that should be resisted strenuously.

Others are not so negative toward the ideas contained in the competency-based teacher education movement, but still have reservations about it. Some believe, for example, that CBTE programs are so expensive to develop and operate they are impracticable or that the sophistication needed to individualize instruction and assessment in such programs is simply not available. Still others feel the basic concepts embedded in the idea of CBTE are sound, but caution potential users against their adoption until there is better evidence on the costs and benefits that accrue from such programs.

For these and other reasons, competency-based teacher education has become one of the most extensively debated, strenuously resisted, repeatedly maligned -- and widely adopted -- ideas in education since the great debate that came with the orbiting of Sputnik.

The competency-based elementary teacher preparation program at Oregon College of Education stands as a contradiction to most of the arguments that have been raised against such programs. It has a strong liberal arts foundation; it is highly personal and individualized in its mode of operation; and its development and operation have cost only a fraction of that projected. This is the case even though the program is heavily field centered, operated through a consortium of institutions and agencies, requires extensive data on the ability of students to function as teachers in ongoing school settings, incorporates a system for insuring that judgments about the competence of prospective teachers are trustworthy, and is structured and operated as a context for research.

The purpose of this document is to describe the elementary preparation program at OCE as an example of an ongoing, reasonably mature CBTE program against which both detractors and supporters of the competency-based teacher education movement can reflect their arguments. By using the elementary program at OCE as an example of a CBTE program *in operation*, both the strengths and weaknesses of such programs can begin to be determined as they really are instead of how they might be. Accordingly, attention is given in the monograph to the development of the program; to its structure, content, and operation; and to the costs and benefits associated with it. While the costs and benefits analysis provided is admittedly primitive, it is offered without apology since it represents one of the first efforts to deal with such information in any degree of detail.

Reference is made at various points in the monograph to the role played by faculty, students, school personnel, and others in the development of the program, and to the time and energy it has required. We wish to acknowledge here that without the level of commitment and trust evidenced by all who have been a part of the program during the past three years, the program described in the pages that follow could never have evolved. The fact that it has evolved and the fact that it seems to be a success are as much a tribute to the people who have given life to it as to those whose ideas are inherent in what has been born.

H.D.S.
B.Y.K.
J.H.G.

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PART I. - BACKGROUND

A Note on Context

Oregon College of Education is a liberal arts college with a primary emphasis in the area of teacher education and related research. It is a state college which enrolls approximately 3,000 students and is located in Monmouth, Oregon, near Salem, the state capital, and 20 miles north of Oregon State University. The location, in the heart of the Willamette Valley, is remote enough from the hubbub of the Portland metropolitan area (60 miles to the north) for it to be called a rural setting, yet it is close enough to Portland that students preparing to be teachers may experience metropolitan life, if they choose.

The College, a state-supported institution, is the host of another state-supported agency named the Teaching Research Division. The Division is a "centralized activity serving all of the nine state colleges and universities comprising the Oregon State System of Higher Education." The Teaching Research Division is the research arm for OCE in the area of teacher education.

A Note on History

OCE, over 100 years ago, began as a small church college and has progressed through the usual stages of becoming a state-supported normal school, then a teachers college limited to the preparation of elementary teachers. Now the College is authorized to prepare educational school personnel at all levels through the master's degree and prepares young people for professions allied with teaching as well. Although OCE has the resources to offer a wide array of degrees in the liberal arts and sciences, it has purposely avoided a proliferation of academic degrees in an effort to maintain the desirable flexibility which broad field majors and a divisional structure provides. Yet, about one-third of the student body is pursuing a line of study which will prepare them for graduate study and for careers other than teaching.

The Teaching Research Division was started in 1960 as a center for research on teaching and learning. It was administered by OCE but was given the mission of serving all campuses in the State System of Higher Education. Now it is a separate administrative unit. Starting with a faculty of two research professors, the Division grew rapidly during the early 1960's, primarily with the aid of grant support from the United States Department of Health, Education and Welfare. OCE provided the teaching research professors with laboratory and office space, and the federal government provided the equipment needed to carry out pioneering research and development activities in the use of laboratory simulation techniques, motivational studies using motion pictures, and predictive studies of teacher effectiveness. In recent years, the Division has expanded its research and development efforts into other areas such as early childhood education, training the handicapped, and the evaluation of college faculty members. Increasingly, the Division is emphasizing

college-level faculty and instructional development activities. The problems of teaching and learning in Oregon state-supported colleges at all levels are the springboards for studies of general interest to institutions throughout the nation.

The program in elementary teacher education that is described in the present monograph reflects the results of a long history of experimentation in teacher education by OCE and Teaching Research. The program can be traced most directly to the involvement of the College and TR in the United States Office of Education sponsored "Elementary Teacher Education Models Program," but it has its roots in the Ford Foundation sponsored "Oregon Program" in supervision, and has been strongly influenced by the concepts embedded in the recently adopted *Process Standards for Education Personnel Development Programs* in Oregon. The first full description of the model on which the program rests was published in 1969 (the ComField model developed by OCE, TR, and 24 other institutions and agencies in the Northwest region of the United States -- see Schalock and Hale, 1969). A refined and extended description of the model appeared in 1970 (a report on the feasibility of implementing the ComField model at OCE and an estimate of the costs associated with its implementation -- see Schalock, Kersh, and Horyna, 1970). The program was implemented at the College on an experimental basis with 50 students in 1972-73 and was adopted the following year by the faculty in the elementary division of the College as the single elementary teacher preparation program to be offered by the College.

It was during its first year of full operation (1973-74) that the program received the AACTE award as outstanding teacher education program in the nation, and was recognized as an approved program by the Oregon Teacher Standards and Practices Commission. The program is now in its second year of operation and has progressed in its evolution beyond what it was at the time the AACTE award was received.

The program as it currently stands is described in Part II of the monograph. It serves between 350 and 400 students majoring in elementary teacher education each year.

Parameters of the Program to Be Described

The elementary teacher education program at OCE is a four-year program that requires approximately one-third of a student's total credit hours to be taken within the liberal arts, one-third within subject matter areas to be taught, and one-third within professional education courses dealing with the process of teaching, including psychology, methods, and media. Within the one-third (actually, 54 quarter hours) made up of professional education courses is a 33-36 quarter hour component of required courses and practicum experiences which has come to be called the "professional component." The professional component consists of 21-24 quarter hours of work in classroom problem identification, educational psychology, methods, materials, and pre-practicum teaching experiences; and fifteen quarter hours of practicum teaching experience either as a student teacher or teaching intern. It is this professional component that is the focus of the present monograph.

While many other aspects of a student's educational experience at OCE reflect characteristics commonly associated with the competency-based movement in teacher education (for example, being performance-based yet personalized in mode of operation), no other programs reflect as complete a development in this regard as does the professional component within the elementary division. The component program reflects the full range of commitments embedded in the ComField model, and, as such, is prototypic of other program development efforts within the College. It is also prototypic of teacher education generally, however, because moving from commitment to practice on more than an experimental basis with an idealized model as a guide is a feat that has been accomplished by only a few institutions.

Notes on the Development of the Program

As initially conceived, the USOE sponsored Elementary Models Program was to continue through a "program implementation" phase. The amount of money to be available in support of implementation, and how that money was to be distributed, were unknown at the time of model development and testing, but each developmental institution was led to believe that federal dollars would be forthcoming for program development on at least a pilot basis. As a consequence, even though the College and the schools that had helped develop and test the model were ready to implement it on an experimental basis as early as 1970, the decision was made to delay implementation until federal support was available.

When it became clear that federal monies would not be forthcoming for this purpose, at least not in the amount anticipated when the Elementary Models Program was initiated, the College decided to initiate an experimental test of the program with its own resources. Teaching Research was invited to join in the effort and did so. Plans were made for the experimental program during the 1971-72 academic year, and a pilot run of the program was undertaken in 1972-73. Small grants were obtained from the Teacher Corps, the National Center for the Improvement of Educational Systems, U.S. Office of Education, and Region X of the U.S. Office of Education to assist in the implementation process, but essentially the College and the Teaching Research Division were responsible for funding the program through existing state resources.

This early history signaled the general strategy to be followed in implementing the program. In broad terms the strategy had three key elements: (a) rely minimally on outside support for developmental assistance; (b) design the program in such a way that when implemented it could be carried on with existing institutional resources; and (c) involve faculty, students, and school personnel at all steps along the way.

In many respects this represented no more than a "make do" strategy. What was to be done would have to be done with the few resources available. In other respects, however, it was a preferred strategy for it protected the College from undue reliance on funds that would in time be terminated. It also fashioned a sense of pride and level of resourcefulness in faculty and participating school personnel that contributed greatly to the success of the implementation effort, and to the likelihood

of the program being maintained once it was in place and operating.

Given the general strategy that has just been outlined and the limited resources that went with it, it became clear very early that development would need to be selective and sequential. In keeping with the emphasis in the ComField model on a job performance definition of teaching competence (including the ability to bring about desired learning outcomes in pupils) and the strong emphasis in the model on the use of data on program effects to systematically adapt and improve the program, the decision was made to focus initial developmental efforts on four closely related problems:

- the definition and assessment of teaching competence;
- the definition and assessment of program effectiveness;
- the design and operation of data collection and management systems which support both of the above; and
- the design and implementation of a long-term program of research which both supports and takes advantage of the above.

The choice of this focus forced clarification of the outcomes desired from the program; forced measures of desired outcomes to be developed; and forced an approach to program operation and adaptation that depended heavily on data. It left essentially unaltered, in both form and context, instruction for purposes of mastering the knowledge and skills assumed to be needed to perform competently as a teacher.

Notes on the Content and Organization of the Monograph

The monograph contains six major sections. The first three deal, respectively, with background information, a description of the professional component in the elementary program, and the strategies and procedures used in its development. The description of the program obviously is of first importance; it is the reason for the monograph. A description of the strategies and procedures used in developing the program is offered on the assumption that to effect change institutions often need as much help in engineering the process of change as they do in visualizing the kind of change that is desired.

The fourth major section of the monograph describes the program as a context for research, and outlines the research efforts being implemented. Attention is directed to the OCE-TR view of the functions research should perform within an ongoing teacher preparation program; the particular advantages that a competency-based program has as a context for research; the research paradigm that is being implemented; and the particular set of research studies now underway.

The fifth section deals with the matter of costs and benefits. Costs associated with both the development and operation of the program have

been carefully monitored over the past three years. So have short- and long-term benefits. Both costs and benefits data are reported in Section V of the monograph, and an effort is made to present them in such a way that the trade-offs between the two are apparent.

The final section of the monograph deals with steps to be taken next by way of program development and research. The section has been written for ourselves, as much as anyone else, as a reminder of the constant need to guard against complacency once a segment of an overall task is complete, and to remain mindful of the magnitude of the task ahead. As the program continues to evolve, the work that has been done is seen more and more as only a set of first steps, with the bulk of the work remaining. The nature of the work to be done, the strategies and procedures to be followed in carrying it out, and the manner in which it will draw upon progress already made are the substance of Part VI.

PART II. - AN OVERVIEW OF THE AWARD WINNING PROGRAM

CHAPTER 1. DEFINING CHARACTERISTICS

The professional education sequence in the elementary teacher education program at OCE reflects with remarkable faithfulness the basic tenets of the ComField model. As such it reflects the defining characteristics of that model:

- prospective teachers shall be able to demonstrate, prior to certification, that they can perform the functions for which they will be held responsible subsequent to certification;
- the preparatory program shall be sufficiently flexible and encompassing to be personally appropriate to the majority of students going through it;
- the College will join in full partnership with the schools and with the Teaching Research Division in an effort to prepare teachers for their professional roles; and
- each of the parts of the program, as well as the program as a whole, shall be designed to (a) bring about specific outcomes, (b) provide continuous evidence as to the efficiency and effectiveness with which outcomes are achieved, and (c) be adaptable on the basis of such evidence (Schalock, Kersh and Horyna, 1970, p 6).

These characteristics correspond to the more commonly known descriptors of the ComField model and elementary program at OCE, namely, it is *competency-based, field-centered, personalized, consortium-operated, systematically designed,* and *research-oriented.*

In some respects these are good descriptors of the program. They point to the major features of the program; they carry a set of meanings that are reasonably well understood by a reasonably large proportion of the teacher education community; and they are short and to the point. In other respects, however, they are not good descriptors, for they do not convey the particular meanings that these features of program operation have taken on at OCE, and they do not convey the pattern of interaction that exists between them. Nor do they reflect another set of characteristics that have been imposed by the College upon the program, and that have interacted powerfully with the specifications of the ComField model to bring about the particular sets of meanings and patterns of interaction that characterize the program that is to be described. These institutionally imposed characteristics are:

- the program shall be developed with minimal reliance on outside resources, and optimal utilization of the available resources of the institutions and agencies

participating in the program;

- once developed, the program shall be able to operate with the resources regularly available to the institutions involved;

- programs shall be planned and initiated by the faculty and students of the institutions involved, with the help and support of specialists in research and administration; and

- the program shall be developed as part of the regular curriculum of the College so that all students and faculty may be an integral part of the program. Efforts will be made to avoid the development of a second instructional track for students to choose from.

To fully understand the particular meanings that these defining characteristics have in the context of the elementary teacher education program at OCE, and particularly to understand how they interact, the reader must be treated to a level of detail that is beyond what is possible by a simple listing. This level of detail is provided in Chapters 2 through 6. In anticipation of these chapters, however, it is possible to approximate more closely their meanings by looking at the relationship between these characteristics and what might be thought of as the "secondary" characteristics of program operation that link to them. Table 1 summarizes the linkage between the two, and at the same time spells out in somewhat greater detail the particular meanings given to them as they are applied within the context of the elementary program at OCE.

One further comment needs to be made at this point about moving from the commitments of an abstract model to program development and operation. The comment has to do with the twofold problem of (a) translating model specifications, *which must of necessity be general,* into content and procedures that will function effectively within the constraints of *a particular program;* and (b) adapting the content and procedures in one area of program operation to accommodate the content and procedures in other areas. Generally speaking, abstract models of program operation, such as the ComField model, do not attend to either problem; yet, these are the critical problems that a faculty must resolve if they are to implement a model-based program. It is doubtful that useful guidelines will ever be provided for the solution of such problems, for their resolution will always be an institutional resolution. As such, it will represent a particular set of trade-offs that reflect a particular set of compromises that accommodate the particular set of forces and constraints that act upon a particular institution at a particular point in time.

The program described in the pages that follow represents such a compromise. Its description is offered only as an instance of how a particular set of institutions working within a particular set of forces and constraints at a particular point in time translated the principles

Table 1. A Summary of the Characteristics That Define the Professional Component in the Elementary Teacher Education Program at OCE, and the Secondary Program Characteristics That Relate to Them

Primary Characteristics	Secondary Characteristics
1. Teaching competence is defined as performing the functions of a certificated teacher within a particular school setting, including the ability to bring about desired learning outcomes in pupils.	1. A system for assessing competence that is based upon competency demonstration contexts that are school based, graduated in their complexity, and utilized as a basis for the measurement of teacher behavior, the products of a teacher's behavior, pupil behavior, and the learning outcomes achieved by pupils.
2. A sharp distinction between competence, as defined above, and the knowledges and skills assumed to be needed by a teacher in order to demonstrate competence.	2. An instruction and assessment system within the program that is aimed at knowledge and skill mastery (essentially college based) and an instruction and assessment system within the program that is aimed at competence acquisition and demonstration (essentially school based).
3. A commitment to having all measures of knowledge and skill mastery, and all measures of competence demonstration, be of such quality that they can be used for research as well as instruction and/or program placement/certification decisions.	3. A data management and review system that is designed to insure the quality of all measures taken in the program and to make public to persons who wish to use those measures the information needed to know the confidence that can be placed in them.
4. An ongoing program of research that is both basic and applied in nature that makes use of the data collected in the course of program operation.	4. A data collection and management system, a research advisory and support system, and a program structure that permits individual faculty members to carry out both basic and applied research, including follow-up studies, on a continuing basis with a minimum of released time.
5. A program that combines a commitment to rigorous assessment of competence as a basis for program placement and certification decisions, with a program that is humanistic and personalized in every respect.	5. A set of measurement procedures, performance standards, negotiation strategies, and program options that permit the commitment to data and the respect for differences in individuals and settings to be honored.
6. A commitment to have students and school personnel involved in the systematic review and adaptation of the program at all stages of its development.	6. A program assessment system that obtains on a regular basis the reactions of all participants in the program to the effectiveness of its operation, and a program review and adaptation system that involves the participation of all parties involved.
7. To carry out all of the above as a normal part of program operation within the resources regularly available to the College and the Teaching Research Division as members of the Oregon State System of Higher Education.	7. A costs-benefits analysis system, and an institutional review and decision making structure that continuously monitors the costs and benefits of the various aspects of program operation and weighs these two sets of data against the economic and political constraints that exist within the two institutions at any point in time.

embedded in the ComField model into program. As such the description may have some value to others. There is no assumption, however, that another set of institutions and agencies that chose to implement the same model would emerge with a comparable program.

CHAPTER 2. STRUCTURE

The elementary teacher education program at OCE can be thought of as being organized around a number of "structures." These are identifiable, interdependent components or aspects of the program within which students and faculty come together for purposes of knowledge and skill mastery or competency acquisition and demonstration. As such, they provide the "skeleton" to which content and operational procedures are attached. Knowing the structures embedded in the program, therefore, is a first step toward understanding the program.

In the pages that follow, attention is directed primarily to the structures found within the professional component of the program. Some attention is directed, however, to structures that crosscut the elementary program as a whole since these provide the organizational framework within which the more highly focused structures need to be viewed. Flow charts and diagrams carry much of the information presented.

The Elementary Teacher Education Program as a Whole

As mentioned earlier, the elementary teacher education program at OCE requires that students devote approximately one-third of their time and energy to the liberal arts, one-third to subject matter areas to be taught, and one-third to subjects pertaining to the process of teaching. The program is also viewed as having three relatively distinct phases: a general studies phase; a clinical studies phase; and a practicum phase. For most students, the general studies phase extends through the freshman and sophomore year, and the clinical phase is pursued during the junior year. The practicum phase of the program (student teaching or intern teaching) typically occurs in a student's senior year, but may occur at an earlier time. The proportion of time students are likely to spend in the three broad categories of learning activities that make up the elementary program at OCE, and their distribution by program phase, are shown schematically in Figure 1.

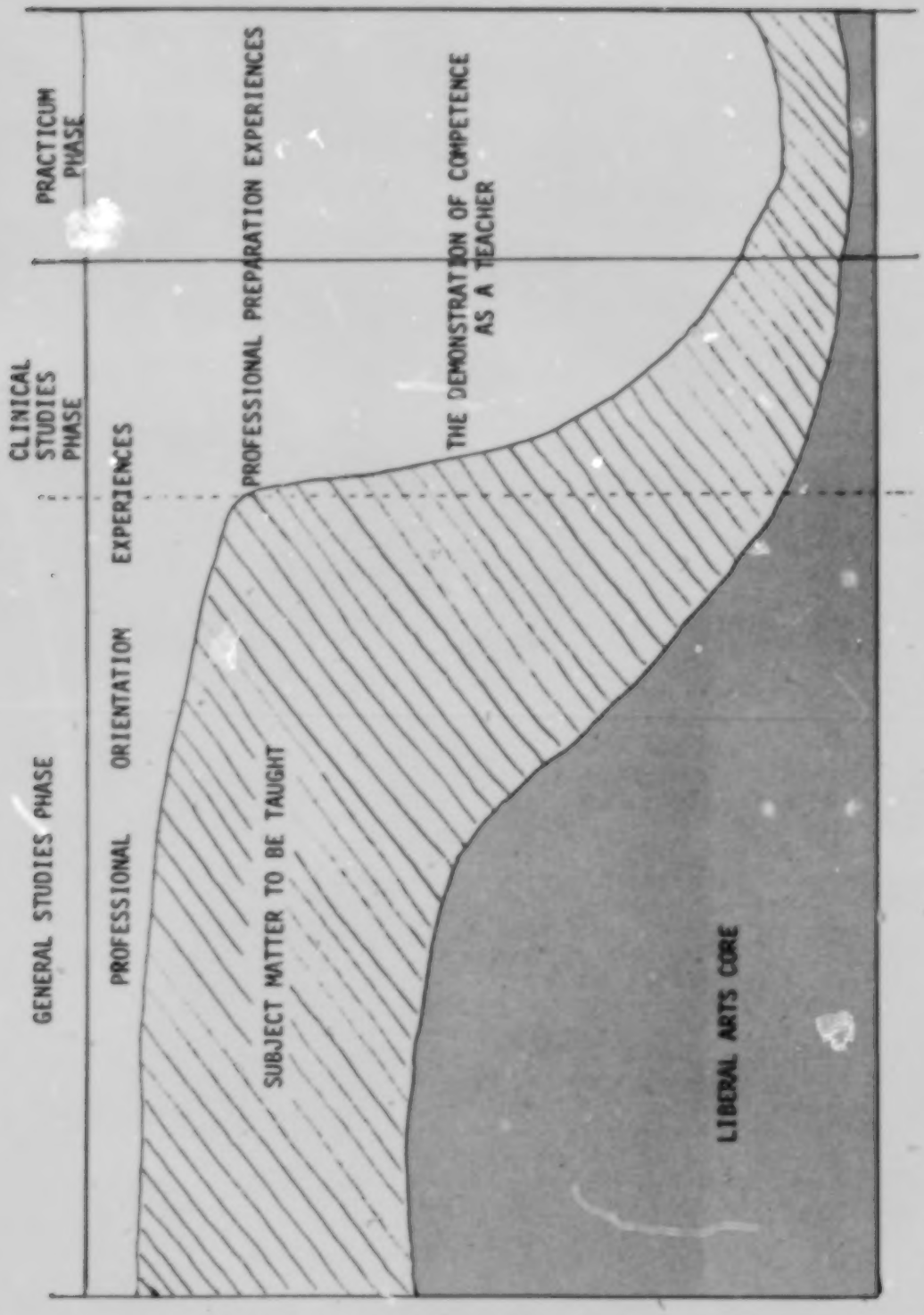


FIG. 1. The proportion of time a student is likely to spend in the three broad areas of learning that make up the elementary teacher education program at OCE while progressing through the program.

The Professional Component of the Elementary Teacher Education Program

The professional component of the program incorporates the clinical and practicum phases outlined in Figure 1. Within these two aspects of program operation, a number of structures are used to organize learning and instructional experiences to make them administratively and procedurally manageable. The most critical of these are described in the paragraphs that follow.

The Overarching Structure

The overarching structure to the professional component is that of the clinical and practicum phases of the program. Each of these phases, however, has two substructures. One is an essentially college-based instructional program that leads to mastery of knowledges and skills assumed to be needed by a teacher to perform competently in an ongoing school context. The other is an essentially school-based instructional program that leads to the acquisition and demonstration of competence as a teacher in an ongoing school context. While each structure assumes a different form and deals with different content, the relationship of one to another can be shown schematically as follows.

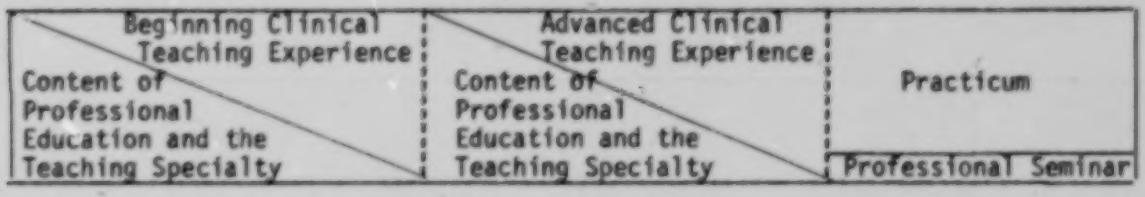

Beginning Clinical Teaching Experience
Content of Professional Education and the Teaching Specialty
Advanced Clinical Teaching Experience
Content of Professional Education and the Teaching Specialty
Practicum
Professional Seminar

FIG. 2. Elements that comprise the professional component of the Elementary Teacher Education program.

The Interaction of Time and Setting

In keeping with the biological dictum that form follows function, the structural features of the program have emerged in large part to accommodate functional requirements. The primary requirement in this regard is an *interweaving* of the mastery of knowledges and skills assumed to be needed to teach effectively in elementary schools in Oregon, with an opportunity to practice their application and integration under various conditions of teaching until competence as a teacher has been demonstrated. The clinical phase of the program is designed to allow practice, integration, and the demonstration of competence under simplified conditions of teaching. The practicum phase is designed to allow practice, integration, and the demonstration of competence under more demanding conditions.

Staff responsible for the clinical phase of the professional sequence have responded to the programming dilemmas presented by the concept of interweaving by "blocking" time for students. Three days a week are kept free for campus-based activities and two days kept free for

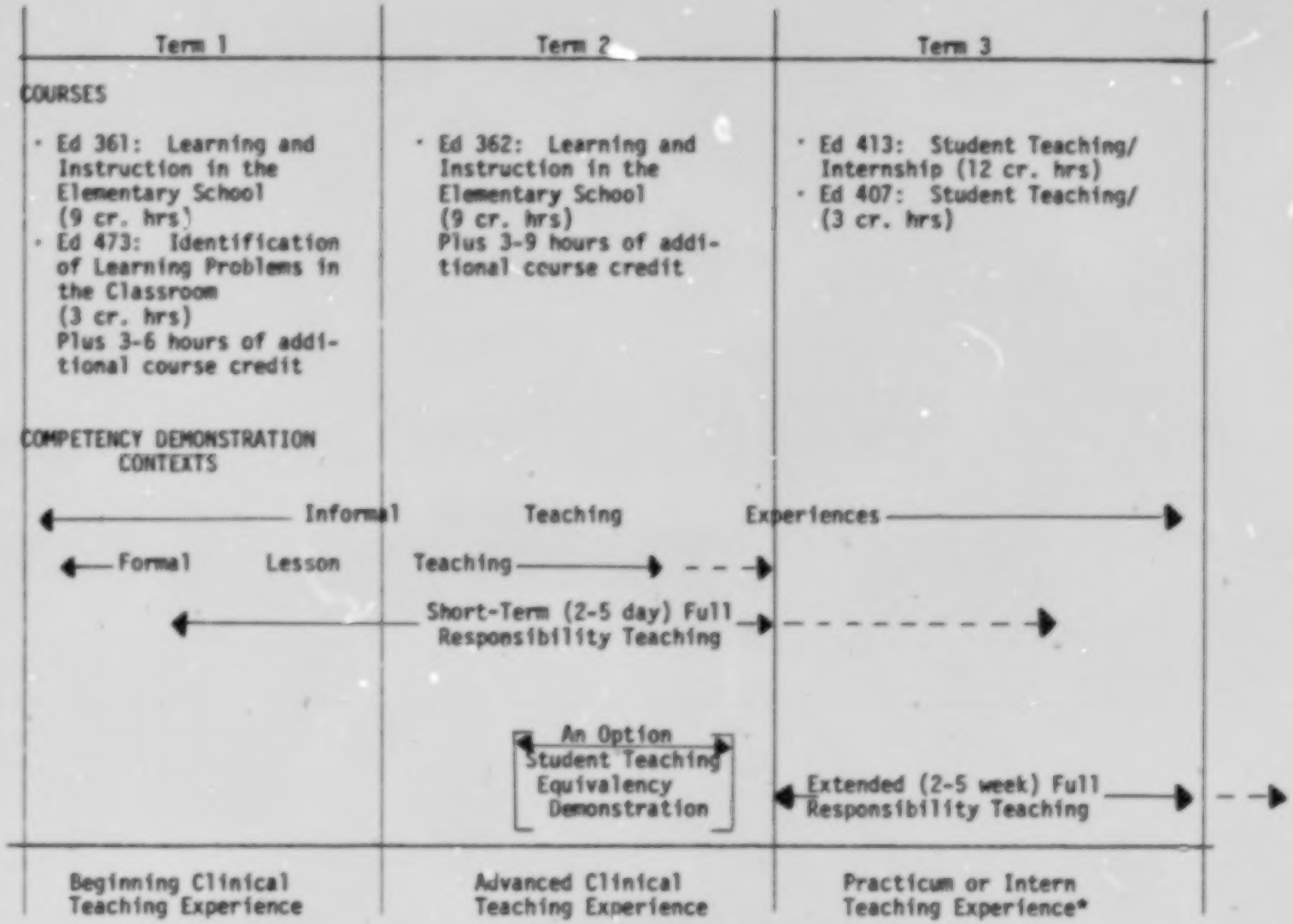
school-based activities. In addition each student must arrange to be in a school for from two to five consecutive days during the second phase of the clinical program. Some students negotiate for more time in the classroom than this, and some less, but the three-day/two-day arrangement is followed by most students. The logistics involved in supervision and travel have required that clinical placements be made in schools that are within a 20 to 25 mile radius of the campus.

Since the practicum phase of the program involves essentially full-time teaching in the schools the matter of working out time-setting relationships is much simpler. Basically the student teacher or intern follows a schedule like that of regular teachers in a school, though a half-day seminar is held for all student teachers and interns on campus every other week. This arrangement permits student teachers and interns to be placed in teaching centers that are in some cases as much as 150 miles away from the campus. The majority of student teachers and interns, however, are placed in schools that are within a fifty-mile radius of the campus.

The Interaction of Knowledge and Skill Mastery with Competency Acquisition and Demonstration

Students enroll in fifteen to eighteen hours of course credit during each term of the professional sequence. Nine of these credit hours in the first term, and nine in the second, are blocked for purposes of the clinical phase of the sequence. Fifteen hours are blocked for the practicum phase.

These 33 credit hours constitute the core of the professional component in the elementary program. They contain within them provision for knowledge and skill mastery in relation to the process of teaching, and provision for the acquisition and demonstration of the level of teaching competence required for recommendation to an initial level of certification. The courses in which students enroll during each term of the professional sequence, and the contexts within which teaching competence is demonstrated across terms, are illustrated schematically in Figure 3.


Term 1
Term 2
Term 3
COURSES
· Ed 361: Learning and Instruction in the Elementary School (9 cr. hrs)
· Ed 473: Identification of Learning Problems in the Classroom (3 cr. hrs)
Plus 3-6 hours of additional course credit
· Ed 362: Learning and Instruction in the Elementary School (9 cr. hrs)
Plus 3-9 hours of additional course credit
· Ed 413: Student Teaching/ Internship (12 cr. hrs)
· Ed 407: Student Teaching/ (3 cr. hrs)
COMPETENCY DEMONSTRATION CONTEXTS
Informal Teaching Experiences
Formal Lesson Teaching
Short-Term (2-5 day) Full Responsibility Teaching
An Option
Student Teaching Equivalency Demonstration
Extended (2-5 week) Full Responsibility Teaching
Beginning Clinical Teaching Experience
Advanced Clinical Teaching Experience
Practicum or Intern Teaching Experience*

*Students holding an internship demonstrate competence as a teacher under the conditions of long-term (2-5 months) full responsibility teaching.

FIG. 3. The courses and competency demonstration contexts that provide the operating structure for the professional component of the Elementary Teacher Education program.

CHAPTER 3. CONTENT

As indicated in the previous chapter the distinction made in Oregon between knowledge and skill mastery, and competence acquisition and demonstration, has led to the development of separate but interrelated curriculum areas within the professional component of the elementary program. Each area commands approximately equal attention on the part of students and faculty, and both together constitute a large proportion of the work to be done within the professional component. A third curriculum area crosscuts both of these, however, and serves ultimately as the tie that binds the two together. This is an area that has been labeled, for lack of a better descriptor, "Understanding Self as Teacher".

The purpose of the present chapter is to outline the content covered within each of these areas. The means by which knowledge, skill, competence, and self-understanding are acquired and demonstrated are outlined in Chapters 4 and 5.

Understanding Self as Teacher

The focus of this aspect of the curriculum is the process of self-definition and the effective utilization of that definition in the course of becoming a teacher and functioning as a teacher. Its aim is to help students understand and be able to portray with reasonable accuracy their own personality traits, their feelings about children, their feelings about teaching in general, their preferred "teaching styles," their strengths and weaknesses as prospective teachers, and how those strengths and weaknesses interact with all of the above.

Knowledge and Skills to Be Mastered

The knowledge and skills to be mastered in the professional sequence are essentially the subject matter of educational psychology, reading, and teaching methods. Most attention is given to the mastery of these subjects in the clinical phase of the program, but there is some carry-over into the practicum phase. The description that follows is differentiated accordingly.

Knowledge and Skills to Be Mastered in the Clinical Phase of the Program

In an effort to make the subject matter of educational psychology and teaching methods as meaningful and useful as possible to prospective teachers, the knowledge and skills to be mastered have been organized into a two dimensional grid. One dimension of the grid lists the functions to be performed by an elementary teacher; the other lists the subject matter areas in which they are to be performed. The purpose of the grid is to force faculty to select and organize subject matter that pertains to the process of teaching in a way that makes it optimally useful to students, and to force students to encounter the subject matter within a context that lets it be seen as useful. The grid also

establishes the basic parameters within which competence as a teacher is to be demonstrated.

Seven teaching functions are attended to systematically in the grid. These are:

- defining the objectives of instruction;
- adjusting instruction to fit the individuals involved (both teacher and pupil, including pupils who have difficulty in learning);
- selecting appropriate materials and procedures for instruction, including A-V materials and procedures, given the objectives and individuals involved;
- organizing the learning environment to support instruction;
- interacting with pupils to facilitate the mastery of desired learning outcomes (the process of instruction);
- evaluating student growth (both cognitive and attitudinal); and
- defining next learning steps and the instructional procedures that attend them, given all of the above.

The subject matter areas attended to in the grid include reading, language arts, mathematics, science, and social studies. The manner in which these two broad organizers for knowledge and skill mastery come together in the clinical phase of the program is illustrated in Figure 4.

The specific knowledges and skills to be mastered in relation to the cells within the grid are summarized in the Syllabus that governs instruction in the clinical phase of the program (the Syllabus may be obtained from either OCE or the Teaching Research Division upon request).

As a consequence of this organizational strategy, the knowledges and skills emphasized in the clinical phase of the program tend to be those that have functional utility in an ongoing school setting. Knowledge and skills which focus on the interaction of teachers with pupils, for example, or on the interaction of pupils with pupils, tend to receive more attention than do those which deal with designing research studies or understanding theories of learning and human development.

While there are obvious advantages to such a functional or applied focus, there are obvious disadvantages. As experience has accumulated with the program, the faculty of the elementary division have become increasingly aware of the importance of maintaining a balance between knowledges and skills that pertain to the more abstract and theoretical aspects of the profession and those that are more useful for survival on a day-to-day basis as a teacher.

Functions Performed by Elementary Teachers	Teaching Areas: Reading	Language Arts	Mathematics	Science and Social Studies
Defining the objectives of instruction				
Adjusting instruction to fit the individuals involved (both teacher and pupil)				
Selecting appropriate materials and procedures for instruction, given the objectives and individuals involved				
Organizing the learning environment to support instruction				
Interacting with pupils to facilitate the mastery of desired learning outcomes (the process of instruction)				
Evaluating student growth (both cognitive and attitudinal)				
Defining next learning steps and the instructional procedures that attend them, given all of the above				

FIG. 4. The grid that guides curriculum development and instruction for knowledge and skill mastery in the clinical phase of the program.

Knowledge and Skills to Be Mastered in the Practicum Phase of the Program

As of this writing, the specific knowledges and skills to be mastered in the practicum phase of the new program have not been designated. Only two groups of students have gone through the practicum phase of the program, and as a consequence the program has been in sufficient flux that firm decisions along these lines have not as yet been made. Tentatively, however, two major clusters of knowledges and skills are likely to be emphasized: one which supports the demonstration of competence in the use of alternative models of teaching (after the work of Joyce and Weil), and one which leads to familiarity with the regulations and procedures that govern teaching and the operation of schools in Oregon.

The focus of knowledge and skill mastery in the practicum phase of the program will become clearer as the competencies to be demonstrated for advanced levels of certification are established, and a currently planned needs assessment for inservice teacher preparation programs in the state has been completed.

Competencies to Be Demonstrated

The competencies to be demonstrated during the clinical phase of the program are for the most part the same competencies that are to be demonstrated in the practicum phase of the program, though the teaching contexts in which they are to be demonstrated are much simpler and the standards that have been set for their performance much less rigorous. In keeping with these differences, the competencies that are to be demonstrated in the clinical phase of the program serve as a basis for recommendation to student teaching or intern teaching; the competencies to be demonstrated in the practicum phase of the program serve as a basis for recommendation to initial certification.

Competencies to Be Demonstrated in the Clinical Phase of the Program

Five areas of competence ("clusters" of competencies) must be demonstrated in the clinical phase of the program in order to enter practicum teaching. These are:

- planning and preparing for instruction;
- performing instructional functions;
- obtaining and using pupil outcome information;
- relating interpersonally; and
- performing related professional responsibilities.

The first four of these incorporate the various "teaching functions" (listed on page 15) that guide knowledge and skill mastery in the clinical phase of the program. The fifth competency area goes beyond the teaching functions listed and includes at this level of competency demonstration such matters as managing noninstructional activities, meeting work schedule demands, and maintaining the attractiveness of the learning environment. The performance standards for the competencies listed and examples of the indicators that give them meaning at an operational level are provided in Chapter 5.

In progressing through the clinical phase of the program, students are required to demonstrate their competence as teachers in two separate teaching contexts. The first, and simplest, is that of lesson teaching. The second is that of short-term (2-5 days) full responsibility teaching. The first three areas of competence listed above are to be demonstrated under the conditions of lesson teaching; all five are to be demonstrated under the conditions of short-term full responsibility teaching.

The specific competencies to be demonstrated within the contexts of lesson teaching and short-term full responsibility teaching, respectively, are listed in Tables 2 and 3. The demonstration of competence as a teacher under the conditions of lesson teaching is prerequisite to full responsibility teaching. The demonstration of competence under the

conditions of two to five days of full responsibility teaching is prerequisite to practicum teaching.

In studying the competencies listed in Tables 2 and 3, a number of similarities and differences will be noted. First, and perhaps most obvious, five clusters of competencies are to be demonstrated under the conditions of short-term full responsibility teaching while only three are to be demonstrated under the conditions of lesson teaching. Second, the number of competencies to be demonstrated within Competency Cluster III is greater for full responsibility teaching than lesson teaching. Both of these circumstances reflect the greater complexity of full responsibility teaching and the opportunity it provides thereby for competency assessment that lesson teaching does not provide.

Table 2. Competencies to Be Demonstrated under the Conditions of Formal Lesson Teaching

COMPETENCY CLUSTER I. PLANNING AND PREPARING FOR INSTRUCTION

- Defining desired learning outcomes and indicators of their achievement
- Planning instructional activities, materials, and procedures that will facilitate outcome achievement and accommodate individual differences in learners
- Carrying out both of the above in light of where pupils stand with respect to the learning outcomes desired; how progress toward outcome achievement is to be assessed, and how information about outcome achievement is to be used

COMPETENCY CLUSTER II. PERFORMING INSTRUCTIONAL FUNCTIONS

Measures Based on Teacher Behavior

- Moving to and introducing the lesson
- Conveying learning outcomes desired from instruction
- Managing instructional activities and use of materials
- Ending the lesson

Measures Based on Pupil Behavior

- Pupils move effectively into the work of the lesson
- Pupils appear to understand the learning outcomes expected from the lesson
- Pupils respond favorably to instructional activities and materials
- Pupils reflect a sense of closure at the end of the lesson

COMPETENCY CLUSTER III. OBTAINING AND USING PUPIL OUTCOME INFORMATION

- Assessing learning outcomes

Table 3. Competencies to Be Demonstrated under the Conditions of Short-Term (2-5 days) Full Responsibility Teaching

COMPETENCY CLUSTER I. PLANNING AND PREPARING FOR INSTRUCTION

- Defining desired learning outcomes, and indicators of their achievement
- Planning instructional activities, materials, and procedures that will facilitate outcome achievement and accommodate individual differences in learners
- Carrying out both of the above in light of where pupils stand with respect to the learning outcomes desired; how progress toward outcome achievement is to be assessed, and how information about outcome achievement is to be used

COMPETENCY CLUSTER II. PERFORMING INSTRUCTIONAL FUNCTIONS

Measures Based on Prospective Teacher Behavior

- Managing instructional transitions and terminations
- Conveying learning outcomes desired from instruction
- Managing instructional activities and use of materials
- Adapting instruction to context

Measures Based on Pupil Behavior

- Pupils move effectively from one class period to the next
- Pupils appear to understand the learning outcomes expected from instruction
- Pupils respond favorably to instructional activities and materials
- Pupils respond favorably to adaptations

COMPETENCY CLUSTER III. OBTAINING AND USING PUPIL OUTCOME INFORMATION

- Obtaining pupil outcome data
- Analyzing pupil outcome data
- Using pupil outcome data

COMPETENCY CLUSTER IV. RELATING INTERPERSONALLY

- Relating to pupils
- Relating to supervisors

COMPETENCY CLUSTER V. PERFORMING RELATED PROFESSIONAL RESPONSIBILITIES

- Managing noninstructional activities
- Developing professional responsibility
- Maintaining the learning environment

A third difference that exists between the competencies listed in Tables 2 and 3 is the greater complexity of the competencies to be demonstrated under the conditions of short-term full responsibility teaching. While this difference is not apparent from the tables, the substantive differences stem from three factors: (a) the competencies to be demonstrated in STFR teaching crosscut a number of subject matter areas rather than a single subject as in the case of lesson teaching; (b) they pertain to performance carried over a two to five day period of time in contrast to a 20 to 50 minute period of time; and (c) the level or quality of performance expected, as well as the consistency of performance, are higher for the conditions of full responsibility teaching than they are for lesson teaching. In combination these conditions force the demonstration of competence in STFR teaching to be much more demanding than it is in formal lesson teaching.

It will also be noted in studying the competencies listed in Tables 2 and 3 that while prospective teachers at OCE must be able to specify and assess desired learning outcomes in pupils in the clinical phase of the program, and to analyze and use the information obtained through outcome assessment, they are not obligated to show that they are able to bring those outcomes about. While this may appear to be an inconsistency in the use of pupil learning as a measure of teaching competence, or if not an inconsistency a backing away, it is not viewed as such by persons associated with the program. It is rather a reflection of the view that the matter of achieving desired learning outcomes in pupils is a complex matter and, when treated as a competence to be demonstrated, it should not be expected of a prospective teacher too soon.

As performance standards for the program now stand, students are expected to demonstrate competence in bringing about pupil outcome only in the context of practicum teaching. To gain entry to a practicum teaching arrangement, students need only to demonstrate that they are able to specify desired learning outcomes, assess and summarize (display) them, and then analyze and use the outcome information in adapting instruction and planning next steps. On the basis of experience with the program thus far, this seems to be a reasonable and workable solution to the use of pupil outcome data as a basis for judging the competence of prospective teachers at the pre-practicum level. It is appropriate to the students' level of development; it is manageable from the point of view of all concerned; and it maintains the essential commitment of the ComField model to having evidence of the ability of a prospective teacher to effect desired learning outcomes in pupils before that teacher is recommended for certification.

Competencies to Be Demonstrated in the Practicum Phase of the Program

Students who engage in student teaching as their practicum experience are obligated to demonstrate their competence as teachers under the conditions of a two- to five-week period of full responsibility teaching (instead of a two- to five-day period), and students who engage in intern teaching must demonstrate their competence as teachers under a two to five-month period of full responsibility teaching. As a consequence, all

competencies to be demonstrated under the conditions of practicum teaching are more complex and demanding than those to be demonstrated under the conditions of clinical teaching, though as seen in Table 4 they carry the same labels. In addition, the ability to bring about desired learning outcomes in pupils must be demonstrated under both conditions of practicum teaching.

It is the view of those associated with the program that the level of performance demanded of prospective teachers under either of these conditions provides a reasonably good basis for predicting success or failure as a teacher, and thus provides a reasonably good basis for recommending or not recommending certification.

The competencies to be demonstrated under the conditions of student teaching are listed in Table 4. The performance standards for the competencies listed (including the performance standard that deals with the ability to bring about desired learning outcomes in pupils), and examples of the indicators that give them meaning at an operational level, are provided in Chapter 5. The competencies to be demonstrated under the conditions of intern teaching have not been specified at the time of this writing.

In reviewing the competencies listed in Table 4, the reader should be aware that five different data sources are relied on in making judgments about competence. These include (a) the behavior of the prospective teacher (CC's II, IV and V); (b) products produced by the prospective teacher (CC's I and III); (c) the behavior of pupils (CC II); (d) learning outcomes achieved by pupils (CC III); and the response of staff, peers, and administrators to the prospective teacher (CC IV). The reader also needs to be aware that, with the exception of learning outcomes on the part of pupils, all measures of competence are in the form of a one- to five-point rating that is provided by either a college or school supervisor on the basis of first hand observation of performance or analysis of products. Measures of learning outcomes in pupils are taken either from teacher-made tests or other "teacher-approved" indicators of outcome achievement. Pupil performance on standardized achievement tests is viewed as an inappropriate source of evidence as to learning outcomes in pupils since only a two- to five-week period of teaching is involved.

These and other features of the OCE-TR system for assessing the competence of teachers are discussed in the chapter that follows. Copies of the assessment system, and guides for its use, may be obtained by writing either the College or the Teaching Research Division, Oregon State System of Higher Education, Monmouth.

Table 4. Competencies to Be Demonstrated under the Conditions of Student Teaching

COMPETENCY CLUSTER I. PLANNING AND PREPARING FOR INSTRUCTION

- Defining desired learning outcomes and indicators of their achievement
- Planning instructional activities, materials, and procedures that will facilitate outcome achievement and accommodate individual differences in learners
- Carrying out both of the above in light of where pupils stand with respect to the learning outcomes desired; how progress toward outcome achievement is to be assessed, and how information about outcome achievement is to be used

COMPETENCY CLUSTER II. PERFORMING INSTRUCTIONAL FUNCTIONS

Measures Based on Prospective Teacher Behavior

- Managing instructional transitions and terminations
- Conveying learning outcomes desired from instruction
- Managing instructional activities and use of materials
- Adapting instruction to context

Measures Based on Pupil Behavior

- Pupils move effectively from one class period to the next
- Pupils appear to understand the learning outcomes expected from instruction
- Pupils respond favorably to instructional activities and materials
- Pupils respond favorably to adaptations

COMPETENCY CLUSTER III. OBTAINING AND USING PUPIL OUTCOME INFORMATION

- Obtaining pupil outcome data
- Analyzing pupil outcome data
- Using pupil outcome data

COMPETENCY CLUSTER IV. RELATING INTERPERSONALLY

- Relating to pupils
- Relating to supervisors and other staff members

COMPETENCY CLUSTER V. PERFORMING RELATED PROFESSIONAL RESPONSIBILITIES

- Managing noninstructional activities
- Developing professional responsibility
- Maintaining the learning environment

CHAPTER 4. OPERATION: THE CAMPUS-CENTERED ASPECTS OF THE PROGRAM

From what has been described thus far the reader should have a fair understanding of the focus and function of the professional component within the elementary program at OCE, the content it includes, and the learning outcomes expected from students who go through it. What remains to be described is how the program operates, that is, how structure, content, students, faculty, and time come together to effect the learning outcomes desired. Also to be described are the functions associated with the program that go beyond instruction, for example, program governance, management, and evaluation. The purpose of this chapter is to describe how these various features of the program are actually carried out in operation.

By all accounts this is the most complex and difficult aspect of the program to convey to others, especially through the medium of print. What needs to be conveyed are the mechanisms and procedures used to bring pieces and parts of the program together for particular sets of people at particular points in time in particular ways to accomplish particular things. Processes of this kind are hard to describe in words, and when a program is as complex and many sided as the elementary program at OCE, they seem to be essentially endless in number. Be this as it may, an effort is made in the pages that follow to describe the processes that "make the program work." Much will remain to be understood about such processes, however, and readers who wish to obtain a fuller understanding of them are encouraged either to visit the program or request for review one of several filmstrips that describe the dynamics of the program in some detail.[1]

Six aspects of program operation have been selected for description. These are (a) how students are helped to understand themselves as teachers; (b) how students are helped to achieve and demonstrate knowledge and skill mastery; (c) how students are helped to acquire and demonstrate competence as a teacher; (d) how the competence of students as prospective teachers is assessed; (e) how quality in measures of teaching competence is assured; and (f) how the program is managed, governed, and refined continuously on the basis of evaluation data. The first two of these are dealt with in the present chapter since they are the aspects of the program that center primarily on campus. The next three center primarily in the field and are dealt with separately in Chapter 5. Chapter 6 is devoted exclusively to the matter of program management, governance, and adaptation. As in the case of program structure, flow charts and diagrams carry much of the burden of description.

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[1]One of the filmstrips available has been produced as one of a series of "protocols" describing the development and operation of competency-based teacher education programs in the Northwest. For information about this series contact the Teaching Research Division in Monmouth, Oregon or the National Resource and Distribution Center, University of South Florida in Tampa.

Achieving Self-Understanding

The procedures used at OCE to help students understand themselves as teachers, including an awareness of the strengths and weaknesses that they carry to the teaching process, have grown out of a long-standing program of research on self-definition and understanding (Garrison, 1966; Garrison and Kersh, 1968; Garrison, 1970). The formal part of the process involves the administration of two personality tests and the interpretation of those tests by a student's sponsor in private conference with each student. The test that is administered first is the "16 Personality Factors Test." It is administered at the time students enter the clinical phase of the program. Following the scoring of the test, the student and his or her sponsor discuss the traits exhibited and the implications of those traits for teaching. Students interested in further information about themselves, and most are, are encouraged to take the Edwards Personal Preference Inventory and then schedule a second conference to examine the implications of the traits (needs) revealed by this instrument for using self as teacher. While the focus of these conferences is mainly on teaching, they almost always include discussion of personal matters and implications of self in nonteaching contexts.

All elementary division faculty involved in the clinical phase of the program function as sponsors (15 students per sponsor) and are thereby involved in this process. Generally speaking, it is viewed by faculty as a high priority feature of the program, and it is viewed by students as an unusually important, helpful feature of the program. The atmosphere of the conferences is one that is informal and encouraging of students to respond freely to the way in which test responses appear in profile. There is also an effort on the part of sponsors to help students understand that they in fact are in control of the tests, and that the profile results are the result of a mechanical tabulation. The rapport established with students as a consequence of the formal aspects of the self-definition process makes it easier to engage in the more informal aspects of the process that continues throughout the professional year.

The informal aspects of the process center around the responsibility each student carries for negotiating a program of work within the professional sequence, following through with what has been negotiated, and responding to the continuous review of performance in relation to whatever has been negotiated. Items to be negotiated include knowledge and skills to be mastered, the means by which knowledge and skills are to be demonstrated, the learning outcomes to work toward with pupils, and the procedures to be used in bringing about the outcomes desired with pupils. Items to be assessed include how well knowledge and skills have been mastered and how well competence as a teacher has been demonstrated.

Within this ongoing negotiation and assessment process, the matter of self-definition and understanding is attended to systematically by forcing students to consider at each point of negotiation how well what is being negotiated fits with self, and at each point of evaluation the interpretation of success and failure in terms of perceived strengths and weaknesses of self. For some students this increase in personal responsibility for choice and the consequences of one's actions is

anxiety producing, but for most students it is exciting and rewarding. It is also perceived by many students as one of the first times in their life when their opinions are respected and when they are treated as adults rather than children. However, students believe that the staff of the elementary division regard the matter of being responsible for one's choices and being forced to live with the consequences of one's actions a necessary and inescapable reality for those who wish to be teachers.

Achieving Knowledge and Skill Mastery

The professional component within the elementary teacher education program at OCE is organized around a number of assumptions that influence the stance taken about knowledge and skill mastery. The more important of these are:

- successful teaching experiences can be managed on a limited basis without mastery of all the knowledges, skills, and sensitivities needed to be successful as a teacher generally;
- the context within which teaching is to occur, for example, an inner-city head start center for pre-school handicapped children as opposed to a suburban fifth grade for children who are above average in intelligence, makes a difference in the knowledges and skills needed to be successful as a teacher;
- what constitutes an effective practice for one teacher may not be an effective practice for another; and
- what constitutes an effective practice for one teacher in one context may not be an effective practice for the same teacher in a different context.

It follows from these various assumptions that prospective teachers need not have the same subject matter base nor engage in the same practice teaching experiences to become effective teachers.

On the basis of these assumptions and the conclusion that follows from them, a great deal of latitude is provided students to negotiate the particular sets of knowledges and skills they think are appropriate to prepare them for the context within which they wish to teach. Some "nonnegotiable" knowledges and skills are required within the program, but these constitute no more than a third or so of those that students going through the program are expected to obtain.

Knowledge and skill mastery is obtained through a wide variety of learning experiences. Large and small group experiences are scheduled for two-hour periods three days a week. Individual learning "packages" or "modules" are available for many of the negotiable knowledge and skill

areas, but the program depends equally as much for knowledge mastery on basic texts, library resources, and closed-circuit television.

Perhaps of greatest importance to knowledge and skill mastery, however, is the intermix of on-campus instruction and the opportunity to try out immediately in the field what has been learned on campus. The power of this process has been enhanced by systematically linking the knowledges and skills dealt with through campus-based instruction to the teaching competencies to be demonstrated in the field. The intermix that results has several benefits: (a) it leads to the view on the part of students that what occurs and what is expected in the campus and school settings are reasonably well coordinated; (b) it lets students immediately test the utility of what is being learned on campus; (c) it lets students check to see whether what they have learned on campus is what they need to have learned to function effectively as teachers, or whether what they have learned has been learned well enough to be applied; and (d) it tends to simplify the process of refining the content of the curriculum.

The linkage of knowledges and skills to be mastered to competencies to be demonstrated and the continuous testing students of the effectiveness of that linkage provide a level of structure and guidance to the curriculum refinement process that is immensely helpful. The danger inherent in such close linkage between campus- and field-based instruction, of course, is the risk of the program becoming essentially a "training" program. As indicated earlier, however, the faculty have become aware of this danger and have included in the most recent revision of the Syllabus, which guides instruction for knowledge and skill mastery in professional components of the program, content that is designed to retain the broad educative functions of the program as well as meet its obligations to prepare students who are able to demonstrate their effectiveness as teachers. In time this balance will be determined empirically, but for the present it has been struck on purely a priori and philosophical grounds.

In light of the significance most PBTE programs give to knowledge and skill mastery, it needs to be emphasized that the OCE program does not demand particularly "hard" evidence in this regard. Evidence of the kind that college instructors have gathered historically on knowledge and skill mastery still tends to be used, though some "modules" and areas of learning that are particularly emphasized in the program carry assessment procedures that are more typical of those found in other CBTE programs.

Two reasons underlie the position that OCE has taken in this regard. First, a choice had to be made as to where limited resources were to be directed, and the decision to focus on the definition and assessment of teaching was judged to be the better place to begin -- particularly since other CBTE programs in the nation were directing much of their attention to the definition and assessment of knowledges and skills. Second, the elementary faculty at OCE was not (and is still not) at all sure of the knowledges and skills teachers need to perform effectively in elementary schools. Since this was (and still is) the case, using available resources to insure that particular knowledges and skills are in fact mastered seemed (and still seems) difficult to justify. Experimental work is

planned to get answers to the kinds of questions embedded in this stance, but for the time being students in the program are held accountable primarily for the demonstration of competence as a teacher rather than for mastery of the knowledges and skills assumed to be needed to perform competently as a teacher.[1]

CHAPTER 5. OPERATION: THE SCHOOL-CENTERED ASPECTS OF THE PROGRAM

For all practical purposes the processes of acquiring, demonstrating, and assessing competence as a teacher in the elementary program at OCE are carried out in the context of school settings. Also, for all practical purposes, they are processes that are inseparably intertwined. The acquisition of competence requires practice; practice requires demonstration; and demonstration requires assessment to determine whether additional practice is needed. As such the demonstration and assessment of competence are part and parcel of its acquisition.[2]

A fourth process that depends on a field setting, that of assuring quality in the assessment of competence, is also inseparably linked to the processes of competency demonstration and assessment. Tests of quality require assessment, and assessment requires demonstration. Quality assurance analyses take place at the College, but the data on which these analyses are run are collected in the field.

The interdependence of these various processes require a supervisory approach to instruction within the field-based aspects of the program, and a computer-based system for managing the competency assessment data provided by field supervisors. Each student has a college faculty member and an experienced teacher as field supervisors. The supervisors work as a team, and are responsible as a team for helping students acquire and demonstrate the various levels of competence required to progress through the program (one team of supervisors carries through the clinical phase of the program; another the practicum phase of the program). All supervisor

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[1] It is noteworthy that with this orientation to knowledge and skill mastery students with few exceptions have been able to demonstrate the teaching competencies required in the program. As a consequence, there seems to be no pressing need to know whether one set of knowledges and skills is more likely to lead to success as a teacher than another set. The issue raised by the stance OCE has taken in relation to knowledge and skill mastery, however, and the evidence that seems to support the validity of that stance, is one of the more interesting and significant issues facing the field of teacher education. As a consequence, there is some urgency in getting on with the research that is needed to answer the host of questions embedded within it.

[2] A corollary is that the system used to assess teaching competence is used primarily for purposes of instruction and supervision, and only secondarily for purposes of formal evaluation. This is in keeping with the view at OCE that assessment should always support instruction in an educational program, not the other way round.

ratings of competence are entered in computer storage and analyzed to determine the degree of confidence that can be placed in them.

In the pages that follow, an attempt is made to describe the manner in which competence as a teacher is required, demonstrated, and assessed in the elementary program at OCE, and the manner in which quality in judgments about competence is assured. At the risk of oversimplification these various processes are treated separately. The processes of acquiring and demonstrating competence are described in terms of the various contexts within which competence is to be demonstrated, progressing from the simplest competency demonstration context to the most complex. In like manner, the description of the assessment process is organized around the various sources of evidence used in arriving at judgments about competence. The last section in the Chapter details what the quality assurance process involves, and how it actually works.

Acquiring and Demonstrating Competence as a Teacher

As indicated previously competency acquisition and demonstration in the OCE elementary program takes place within a series of teaching contexts that are graduated as to the demands they place upon prospective teachers. Each of these contexts will now be described in some detail, as well as the procedures followed in acquiring and demonstrating competence as a teacher within them.

Practice Teaching Contexts That Do Not Require Formal Competence Demonstration

Upon first entering a school in the clinical phase of the program, students are permitted to practice teaching without being responsible for how well they do, or how well children learn from what they do. Initially, the practice of teaching tends to involve work with individual children in reading or workbook assignments, or with small groups in whatever way the classroom supervisor deems appropriate.

As students demonstrate their ability to carry out this level of teaching, they progress to the teaching of lessons. Informal lesson teaching, that is, lesson teaching that is free of performance criteria, is then engaged in until both a student and his supervisors feel he is ready to engage in formal lesson teaching.

Most informal teaching assignments in the program are made by the classroom supervisor and are based on his or her judgment as to the readiness and capability of a particular student to carry out such assignments. Some students, because of their experience as cadet teachers in high school or work experience in camps or day care centers, are ready to begin teaching as soon as they enter a school. Others are not so ready or able and require time to become generally familiar with the process of teaching before they engage in teaching experiences of their own. The purpose of all informal teaching assignments, however, is to help students progress in their confidence and skill as teachers to the point where they are able to engage in more complex competency acquisition and

demonstration activities with likelihood of success. The matters of pacing and level of responsibility assumed in getting to this point are left by-and-large to the professional judgment of the classroom supervisor.

Acquiring and Demonstrating Competence in Lesson Teaching

When a student demonstrates reasonable proficiency in informal teaching situations, he may then engage in formal lesson teaching. This is the first and simplest context within which competence as a teacher in the elementary program at OCE is to be demonstrated in relation to specified performance standards.

As used in the Elementary Teacher Education program, formal lesson teaching differs from informal teaching in three important ways. First, it requires that lesson plans be approved by both a college and school supervisor before the lesson is taught. Second, it requires that the performance of the student in presenting the lesson be carefully evaluated. Third, it requires that pupils be assessed for learning gained from the lesson.

A minimum of two lessons must be taught and formally assessed in order to meet performance standards for lesson teaching in the program. If performance standards are not met after five lessons have been taught, a student is either asked to reenter the clinical phase of the program another term or is counseled out of the program.

Performance standards in lesson teaching must be met in order to progress to the next competence demonstration context, that of short-term (2 to 5 days) full responsibility teaching.

Instruction in relation to the acquisition of competence in lesson teaching occurs at two critical points: at the time plans for a lesson are being formulated and immediately after a lesson has been taught. Before a formal lesson may be taught, a reasonably detailed plan for the lesson must be prepared and approved independently by both the college and school supervisor. Approval requires that each element to be attended to in a plan has been dealt with satisfactorily (for a listing of these elements see Competency Cluster I, Table 2, p 18).

A plan must be approved before a lesson can be presented to children. If a plan does not receive approval upon its initial review, it must be revised until it does.

Each lesson that is to be evaluated formally is observed by a student's school supervisor, and at least one of the two to five lessons is observed by a student's college supervisor. Performance indicators are marked independently by each supervisor for each of the individual competencies to be evaluated, and performance ratings are provided for each competency if a student wishes such information (see pp 40 to 44 for a discussion of performance indicators and ratings, and Competency Cluster II, Table 2, p 18 for a listing of competencies to be evaluated). These evaluations are then reviewed independently with the student by each of

the supervisors. The primary focus of these reviews are the strengths and weaknesses reflected in a student's performance and problems encountered by a student in the course of presenting a lesson. Whether performance ratings are provided or not, the indicators that provide the basis for ratings of competence assume a central place in these discussions.

Learning outcome data for pupils may or may not be available at the time a student's performance in lesson teaching is reviewed. If such information has been able to be summarized by the time the performance review occurs, it is discussed; if not, it is critiqued at a later point in time. Both supervisors, however, are expected to review learning outcomes achieved through each formal lesson taught, even though performance standards for lesson teaching do not require learning outcomes to be achieved at any particular level.

After two or more formal lessons have been taught and performance in relation to both has been evaluated and reviewed, the college supervisor and student review all evidence on performance to see whether the standards that have been set for lesson teaching have been met. These standards, as they now stand, are shown in Table 5.

Table 5. The Standards That Have Been Set for Lesson Teaching in the Elementary Teacher Education Program at OCE

Standard 1:	Evidence that each area of competence to be demonstrated in formal lesson teaching (see Competency Clusters II and III) has been demonstrated satisfactorily in at least one of the lessons presented; and
Standard 2:	Evidence that a preponderance of the competencies to be demonstrated in formal lesson teaching have been demonstrated at an acceptable level.

At the standards review conference all performance indicators and competency rating data available for lesson teaching, from both the college and school supervisors, are reviewed. If standards are met and there are no other reasons for a student to engage in additional lesson teaching, planning may begin for short-term (2-5 day) full responsibility teaching. If standards are not met or if there are other reasons for a student to engage in additional lesson teaching, the number and kind of additional lessons to be taught are agreed to and arrangements are made for a second standards review conference.

All program placement decisions of this kind are the prerogative of the college supervisor involved. As used at OCE, performance standards serve only as a guide to such decisions; they do not dictate them. Users Guide to competency demonstration and assessment in lesson teaching is available upon request, as are the forms used in competency assessment process. These may be obtained through either the College or the Teaching

Research Division, Monmouth, Oregon.

Acquiring and Demonstrating
Competence in Short-Term (2-5 days)
Full Responsibility Teaching

The demonstration of competence as a teacher under the conditions of short-term full responsibility teaching is carried out in the same school and in the same classroom in which competence in lesson teaching is demonstrated. This is a more complex competency demonstration context, however, for it involves responsibility for teaching all children in all subject areas for a two- to five-day period of time. The demonstration of competence as a teacher under these conditions of teaching is prerequisite to student teaching or intern teaching.

The procedures followed in acquiring and demonstrating competence in short-term full responsibility teaching are similar to those followed in lesson teaching. Each prospective teacher must prepare a teaching plan, and each of the elements to be included in the plan must be approved independently by a college and school supervisor before teaching may begin. Independent assessments of teaching performance also are made by a college and school supervisor, and independent performance reviews are carried out by both supervisors. Upon completion of these reviews, a performance standards review conference is held with a college supervisor, and appropriate program placement decisions are made. The performance standards that have been set for short-term full responsibility teaching in the elementary program at OCE are listed in Table 6.

Table 6. The Standards That Have Been Set for Short-Term (2-5 days) Full Responsibility Teaching in the Elementary Teacher Education Program at OCE

Standard 1:	Cluster I competency ratings shall average 3 or better before proceeding to teach
Standard 2:	Cluster II competency ratings based on *prospective teacher behavior* shall average 3 or better (competency ratings based on *pupil behavior* are not to be considered in judging performance in relation to standards in the context of STFR teaching)
Standard 3:	Cluster III competency ratings shall average 3 or better

Because of fundamental differences in lesson teaching and full responsibility teaching, however, and the demands they make on both students and supervisors, there are subtle but important differences in the instructional and assessment procedures followed in the two contexts.

The more important of these are:

- instruction over the course of the 2 to 5 days is expected to be consistent with and an extension of the instruction pupils have been receiving, and which they will continue to receive after the short-term teaching experience has been completed;

- competencies are to be demonstrated within the full responsibility teaching context that did not need to be demonstrated in lesson teaching (see Table 3, p 19);

- arrangements must be made for the school supervisor to be available for observation and assistance throughout the full responsibility teaching experience, and for the college supervisor to observe at least twice during this period of time;

- arrangements must be made with the school supervisor for a review of performance at the end of each day of full responsibility teaching, and a review of the next day's teaching plan in light of the day just completed;

- ratings of performance in short-term full responsibility teaching must be provided (in lesson teaching they are optional) and judgments about performance standards being met or not met made in terms of them;

- when standards have been met for STFR teaching, a Record of Performance in Pre-Student Teaching Laboratory Experiences is prepared and filed for use by student teaching supervisors and in research;

- at the completion of STFR teaching the prospective teacher is asked to prepare a written summary of the experience that is diagnostic and evaluative in nature, focusing on how well or poorly the teaching went during the course of the 2- to 5-day experience, factors that might account for the level of performance evidenced, and what might be done to improve future performance. This diagnostic summary also accompanies the student as he enters a student teaching or intern teaching experience.

Specifics as to when full responsibility teaching is to take place, the learning outcomes to be achieved with pupils, and the instructional and assessment procedures to be used in bringing those outcomes about are negotiated with the classroom supervisor just as they are in lesson teaching. The forms used in assessing competence in short-term full responsibility teaching, and the Guide for their use, also are available

through either the College or the Teaching Research Division.

Depending on overall performance in short-term full responsibility teaching, one of two program placement decisions is made. If standards are met, a prospective teacher may apply for student teaching, student teaching equivalency, or intern teaching. If standards are not met, additional full responsibility teaching is to be arranged in an effort to bring performance to the standards required. As in the case of lesson teaching, the standards that have been set for performance in STFR teaching serve only as guides to decision making. The professional judgment of a student's sponsor will always take precedence over the performance standards that have been specified if in the judgment of the sponsor a decision that is at odds with the standards is felt to be the best decision for all concerned.

Acquiring and Demonstration Competence in Student Teaching

In order to be recommended for initial certification in Oregon, competence as a teacher must be demonstrated in either student teaching or intern teaching. As used at OCE the student teaching experience involves essentially full-time placement in a school context for a three-month term, and the intern experience involves full-time placement in a school for an academic year. Either of these teaching experiences constitutes the practicum phase of the professional sequence within the elementary program. Permission to engage in either student teaching or intern teaching is contingent upon meeting performance standards in short-term full responsibility teaching.

The dynamics of competency acquisition and demonstration in student teaching follow much the same pattern as outlined for competency acquisition and demonstration in short-term full responsibility teaching. There are subtle but important differences, however, and these need to be understood. They include:

- a more complex set of competencies to be demonstrated;
- the requirement that some competencies be demonstrated over a five- to ten-day continuous period of full responsibility teaching, and some be demonstrated over the student teaching experience as a whole (full responsibility teaching as a student teacher may be done as a member of a team of teachers, and it may involve the use of regular teaching aides or the regular teacher as an aide);
- the requirement that two formal assessments be made of teaching competence, one early in the term and one near the end of the term (the first assessment is for diagnostic-instructional purposes only);

- the requirement that the school supervisor observe and review performance on the first two days of the continuous teaching experience, as well as at its completion, and that the college supervisor observe at least twice during the continuous teaching experience;

- the requirement that a college and school supervisor formally agree that a student teacher is to be recommended for initial certification;

- the preparation of a Record of Performance in Student Teaching (or intern teaching) after performance standards have been met for placement in a student's permanent file, and for use in research; and

- the preparation of an interpretive summary of the student teaching experience that is acceptable to both the student's college and school supervisor.

As in the case of both lesson teaching and short-term full responsibility teaching plans for extended full responsibility teaching must be approved by both a college and school supervisor before such teaching may proceed; instruction within the extended full responsibility teaching period must be consistent with the instruction that pupils have been receiving and that they will continue to receive once the EFR teaching experience has been completed; and the specifics of the subject matter to be taught, the manner in which it is to be taught, and the learning outcomes to be achieved by pupils are to be negotiated with the college and school supervisors.

The requirements outlined above constitute *minimal* requirements: They must be met by each prospective teacher in the program in order to be recommended for certification. Options and additional opportunities, however, are possible within the context of the student teaching experience. Illustrative options include:

- carrying out a diagnostic-developmental project with a selected set of children;

- assessing and displaying learning outcomes beyond those required as part of the extended full responsibility teaching experience, for example, assessing and displaying knowledge outcomes in all subject areas taught, or assessing and displaying (as well as teaching to achieve) interpersonal or group interaction skills;

- preparing and carrying out a special unit of instruction that combines two or more subject matter areas;

- working with a group of teachers on a curriculum development or a curriculum evaluation project; and

- assisting a supervising teacher-with-parent conferences or other job-related responsibilities that are of a genuinely professional nature.

The various steps involved in the demonstration and assessment of competence in student teaching and the sequence in which those steps are carried out, are spelled out in the Guide to Competency Demonstration and Assessment in Student Teaching. This Users Guide, and the forms to be used in assessing the competencies involved, may be obtained from either the College or the Teaching Research Division.

Standards for performance in student teaching are of two kinds: those having to do with performance in the extended (2-5 week) period of full responsibility teaching, and those having to do with performance throughout the student teaching period as a whole. Within the EFR teaching period, standards pertain to the ability to bring about desired learning outcomes in pupils, the ability to bring about desired behavior on the part of pupils, the behavior of the prospective teacher per se, and the products of the prospective teacher's behavior. With the exception of learning outcomes in pupils, these same categories of evidence are attended to within the student teaching experience as a whole. The formal statement of standards that guides recommendations at OCE for initial certification appear in Table 7.

Table 7. Performance Standards Adopted at OCE for the Demonstration of Competence in Student Teaching

Performance Standards for EFR Teaching
Standard 1: Cluster I competency ratings (Planning and Preparing For Instruction) shall average 3 or better before teaching may begin.
Standard 2: Cluster II competency ratings (Performing Instructional Functions), *including those based on pupil behavior,* shall average 3 or better
Standard 3: Cluster III competency ratings (Obtaining And Using Pupil Outcome Information) shall average 3 or better
Standard 4: Evidence of the ability to bring about progress in at least 3 of the 5 categories of learning outcomes to be assessed in the context of EFR teaching
Performance In Student Teaching As A Whole
Standard 5: For Planning, Teaching, and Assessing Learning Outcomes: The standards set for these competencies in EFR teaching
Standard 6: For Relating Interpersonally and Performing Related Professional Responsibilities (Competency Clusters IV and V, Table 4, p 22): Competency ratings shall average 3 or better

As in the case of standards set for lesson teaching and short-term full responsibility teaching, the standards listed for student teaching serve only as a guide to decision making in relation to performance. Since decision making at this level of competency demonstration relates directly to the issue of certification, however, considerable care is taken to see that a student's performance does not deviate too far from the suggested standards if a recommendation for certification, in fact, is provided.

Depending on the overall performance of the prospective teacher in the student teaching experience, one of three program placement recommendations is made:

- a recommendation for initial certification (this assumes that the performance standards that have been set for student teaching have been met, and that both college and school supervisors are of the opinion that the student should be recommended for this level of certification);

- a recommendation to provide additional evidence of competence in relation to some particular aspect of teaching; or

- a recommendation that a student either recycle through the student teaching experience or be removed from the program.

With the advent of the competence assessment system in the elementary program almost all students who drop out do so during or at the completion of the clinical phase of the program rather than during student teaching.

An important dimension of the student teaching experience at OCE is the option for a student or either of his supervisors to request a review of performance by a jury of professional educators, and to have the jury recommend or not recommend for certification. Such a jury consists of two members of the OCE teacher education faculty and two experienced teachers from the public schools (the student's college and school supervisors may attend the jury review, but may not serve as voting members of the jury). When a jury is called, it will include in its review all competency ratings provided by the college and school supervisors, the summary/interpretative statement by the prospective teacher relative to the extended full responsibility teaching experience, outcome achievement displays for the pupils taught, and interpretive, impressionistic comments from the college and school supervisors upon request by members of the jury. A jury must also, on all occasions, review at least one-half hour of video tape of the student's performance. The standards to be used by a jury in judging performance in student teaching are the same standards that are used by a college supervisor in doing so.

Student Teaching Equivalency Demonstration

It is possible for a prospective teacher to complete the requirements for entry into student teaching early in the clinical phase of the program, and to enter what is termed a "student teaching equivalency context" for competency demonstration. This is a full responsibility teaching experience that extends for at least five continuous days during the later part of the clinical phase of the program and that has the same performance requirements as student teaching. If performance standards in the equivalency context are met, the student qualifies for recommendation to initial certification, and the regular student teaching requirement is waived.

To enter a student teaching equivalency context three conditions must be met: (a) the prospective teacher must be recommended to attempt extra laboratory teaching early in the second quarter of the clinical phase of the program; (b) his performance of teaching functions in both lesson teaching and short-term full responsibility teaching must be outstanding; and (c) he must secure the approval of both of his supervisors and the principal of the school where he is teaching to enter such an arrangement. Once the student receives approval to engage in equivalency teaching, the procedures and standards employed in relation to competency acquisition and demonstration in student teaching, with one difference, are followed.

The one difference between a student teaching equivalency experience and regular student teaching, other than the amount of time spent in the field, is the requirement that the final judgment of competence and the decision to recommend for certification be made in all cases by a jury instead of a college supervisor. The composition of the jury used for this purpose, the procedures followed by the jury, and the evidence reviewed are the same as those employed when a jury is called for any other purpose (see above).

Based on the performance of the prospective teacher in the equivalency context one of three program placement decisions is made:

- a decision to recommend a student for initial certification (this assumes that the student demonstrated a level of teaching competence that is in keeping with that expected from students engaging in student teaching or intern teaching);
- a decision to recommend a student for initial certification upon the completion of specified tasks, or the provision of additional evidence as to competence; or
- a decision to recommend a student to engage in student teaching or intern teaching in order to demonstrate the level of competency required for recommendation to initial certification.

Approximately twenty percent of the students in the program request entry to the equivalency demonstration context; approximately half of

these requests are granted; and approximately half of those who attempt the equivalency demonstration (5 percent of the students who enroll in the program) succeed in being recommended for initial certification.

Intern Teaching

As indicated in Chapter 3, the competencies to be demonstrated in the context of intern teaching have not as yet been specified. This is the next step in the development of the assessment system that accompanies the program. It is anticipated, however, that the process of competency acquisition and demonstration in intern teaching will follow much the same pattern as that followed in student teaching, though the period of full responsibility teaching will be extended from 2 to 5 weeks to 2 to 5 months. This more complex competency demonstration context will permit the assessment of competencies not possible under the student teaching context, for example, working with other teachers on committee assignments, conferencing with parents, and the ability to bring about learning outcomes in pupils that require as evidence of their achievement reasonably long periods of time. As such the demonstration of competence under the conditions of intern teaching should be a better predictor of the long-term success of a teacher than the demonstration of competence under the conditions of student teaching, and thus a much sought after demonstration context on the part of students in the program. As planned now the competence assessment system for intern teachers should be applicable to the assessment of competence in first year teachers generally.[1]

Assessing the Competence of a Prospective Teacher

The definition of competence adopted at OCE, and in Oregon generally, has far-reaching implications for assessment. It requires, for example, that the functions of an elementary teacher be specified; that indicators of successful performance for each function be identified; and that methods and procedures be established that permit the reliable assessment of performance in relation to each function. It also requires that all of the above accommodate the variations observed in performance as a consequence of variation in grade level, pupil characteristics, curriculum, supervisor preferences, and stylistic preferences of prospective teachers.

It requires, in other words, that an assessment system accommodate the fact that competence, when defined in terms of job performance, is always person and situation specific. These and other implications of adopting a job performance definition of teaching competence have been

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[1]This turns out to be the case. Since preparation of the monograph, procedures have been developed and tested for the follow-up of first year graduates from the program, and there is every reason to believe that they are applicable to the assessment of intern teachers. Details of the follow-up methodology may be obtained upon request from the College or the Teaching Research Division, Monmouth.

spelled out in detail by Schalock (1973).

The development of an assessment system that is in keeping with the demands of such a definition is one of the major contributions of the OCE Elementary Teacher Education program. While a number of the features of the assessment system have been dealt with already, for example, the fact that it is designed to be applied in teaching contexts that reflect graduated levels of complexity and that it incorporates performance standards that are linked to competency demonstration contexts instead of individual competencies, a number of other features are critical to the operation of the system. These include:

- relying on five different sources of data in arriving at judgments about competence, including reliance upon both the behavior of pupils and the learning outcomes of pupils; and

- relying on relatively high inference ratings by observers or supervisors as "measures" of competence, but forcing these high inference ratings to be referenced against a designated performance criterion and supported by a set of "indicators" that reflect specific behaviors or products of behavior.

The rationale underlying the assessment system, and a description of its evolution, appear in a recent publication by the Multi-State Consortium on Performance-Based Teacher Education (Schalock, Kersh and Garrison, 1974).

Before the assessment system is described, it should be pointed out that staff at OCE and TR recognize that researchers and the educational community in general tend to look askance at the use of high inference ratings for purposes of assessment. Research that has used such ratings has met with little success; in the day-to-day use of ratings little care has been taken to specify the criteria against which judgments are to be made or objectively anchor the points that define judgments to be made; and ratings tend to focus at a level of generality that is at odds with current interest in the concrete behaviors of teachers. In spite of such arguments, and in full recognition of them, the decision was made at OCE to employ an approach to assessment that made use of such ratings. The decision was made to accompany the use of such ratings, however, with a set of procedures that would (a) anchor the judgments about competence to concrete behaviors and/or products of behavior; and (b) enable users of the assessment data to know the degree of confidence that can be placed in it. These latter procedures have been labeled generally as "quality assurance procedures," and are described in the next section of the chapter.

The description of the assessment system that follows takes as its organizing structure the data sources used in arriving at judgments of competence. Each data source is linked to the competency judgments that derive from it and to the rating procedures that are used with it. This permits a reasonably clear view of the many subtleties of the system, and

a functional view of the system as a whole. Persons interested in additional detail about the system and its application are encouraged to request copies of the assessment forms and user guides that comprise the system for either the College or the Teaching Research Division.

Ratings Based on the Behavior of the Prospective Teacher

Three clusters of competencies rely for their assessment on ratings of the behavior of the prospective teacher. These are Competency Clusters II (Performing Instructional Functions), IV (Relating Interpersonally), and V (Performing Related Professional Responsibilities). Competency Cluster II is assessed in all teaching contexts; Clusters IV and V are assessed only in the contexts of short-term and extended full responsibility teaching. For a listing of the individual competencies within each of these competency clusters see Tables 2, 3, and 4, pp 18, 19, and 22 respectively.

A five-point rating scale is used to summarize all judgments about the competence of a prospective teacher that are based on the behavior of that teacher. The scale descriptors are as follows:

1	2	3	4	5
NOT COMPETENT	APPROACHING COMPETENCE	GENERALLY COMPETENT	HIGHLY COMPETENT	EXCEPTIONALLY COMPETENT

As the system now stands, the criterion against which each of these particular ratings of competence is made is a graduated criterion. The criterion against which competence is to be judged in lesson teaching is the supervisors' perception of "the quality of teaching that can be expected from persons having minimal instruction in methodology and teaching techniques." The criterion against which performance is to be judged in short-term full responsibility teaching is the supervisors' perception of "the quality of teaching that can be expected from a beginning student teacher"; and the criterion that is to be used as a basis for judging competence in student teaching is the supervisors' perception of "the quality of teaching that can be expected from beginning first year teachers."

There is increasing dissatisfaction with the use of such a criterion, and it is likely that the concept of graduated criteria will be replaced with a single performance criterion that crosscuts all levels of the assessment system. The criterion most likely to be used is that of a supervisor's perception of "the best possible quality of teaching that can be expected from first year teachers."

Ratings of student performance are made by both college and school supervisors, either immediately after observing a student's performance, for example, at the completion of a lesson or the completion of a full day of teaching, or at some point after an observation on the basis of notes taken during an observation. Whenever ratings of performance are provided they are entered in a box that exists beside each competency

label. Ratings are entered in boxes, however, only after each indicator statement that is linked to each competency label has been appropriately marked (judgments about indicator statements are a basis for the judgment that leads to a particular competence rating, and as a consequence judgments about indicators must be made before judgments about competence). The format used in relating competency labels, boxes for performance ratings, and indicator statements when assessing competence in *lesson teaching* is as follows:

2.2 ☐ CONVEYING LEARNING OUTCOMES DESIRED FROM INSTRUCTION
Indicators: [Mark each of the indicator statements with a + (FOR YES), a - (FOR NO) or a ✓ (FOR NO BASIS FOR JUDGMENT). Add comments and indicators as needed.]
Steps are taken to insure that desired outcomes are understood.
Learning activities are related to desired outcomes.

Essentially the same format is used for purposes of assessing competence on the basis of teacher behavior in short-term and extended full responsibility teaching, though a slightly different form is used to mark indicator statements (the indicator statements to be marked also vary).

2.2 ☐ CONVEYING LEARNING OUTCOMES DESIRED FROM INSTRUCTION
Indicators: [Mark each with a U (FOR USUALLY), an S (FOR SOMETIMES), an R (FOR RARELY), or a ✓ (FOR NO BASIS FOR JUDGMENT). Add comments and indicators as needed.]
Steps are taken to insure desired outcomes are understood.
Reasons for pursuing desired outcomes are given.
Provisions are made to link outcomes to pupil understandings.
Learning activities are clearly related to desired outcomes.

This difference is caused by the nature of the judgment demanded for each indicator: For lesson teaching, where the sample of behavior is relatively limited, a YES, NO or NO BASIS FOR JUDGMENT decision is sufficient. In short-term and extended full responsibility teaching, where the behavior to be rated crosscuts a number of days and a number of subject matter areas, the judgment as to indicator appearance must of necessity be a more complex judgment.

Ratings Based on the Products of a Prospective Teacher's Behavior

Two clusters of competencies rely for their assessment on ratings made on the basis of products produced by a prospective teacher. These are Competency Clusters I (Planning and Preparing for Instruction) and III (Obtaining and Using Pupil Outcome Information). The products that are to serve as a basis for judgment as to Cluster I competencies are instructional plans. The products that are to serve as a basis for judgment as to Cluster III competencies are summaries of pupil outcome data, accompanied by interpretations of those data in terms of contributing

factors and implications for next steps. Both Competency Clusters I and III crosscut all three contexts within which teaching competence is to be demonstrated.

With one exception the format and procedure followed in rating competence on the basis of products of behavior are the same as those followed in rating competence on the basis of behavior, *per se*. The same five-point rating scale is used; judgments about competence rely on the various indicators of competence; and the criteria against which judgments of competence are made are the same criteria as used in judging competence on the basis of behavior. The difference between the two procedures is that one calls for a judgment of competence after the inspection of products, while the other calls for such judgments after the observation of performance in a school setting. Instructional plans are reviewed and rated as to evidence of competence prior to instruction; learning outcome displays and interpretations are reviewed and rated as to evidence of competence after instruction.

Examples of Cluster I and Cluster III competency statements and their indicators are listed below. These are taken from the forms that are used to assess competence in short-term full responsibility teaching. They are comparable, however, to the statements that will be found in the forms used to assess competence in lesson teaching and student teaching.

1.1 [ ] DESIRED LEARNING OUTCOMES

Indicators: [Mark each of the indicator statements with a + (FOR YES), a - (FOR NO) or a ✓ (FOR NO BASIS FOR JUDGMENT). Add comments and indicators as needed.]

Desired pupil outcomes are identified for major areas of instruction.

Outcomes are worthwhile, given the characteristics of each pupil to be taught and the context in which teaching is to occur.

Indicators of outcome achievement are identified for the major instructional areas.

Indicators can be obtained with available time and resources.

Indicators are ones which others are likely to accept as valid.

3.2 [ ] ANALYZING PUPIL OUTCOME DATA

Indicators: [Mark each of the indicator statements with a + (FOR YES), a - (FOR NO) or a ✓ (FOR NO BASIS FOR JUDGMENT). Add comments and indicators as needed.]

Adaptations are made in instruction, when needed, on the basis of learning outcome data.

Feedback is provided to each pupil about his performance.

The prospective teacher's self analysis following STFR teaching includes a thoughtful and insightful interpretation of the implications of learning outcome data for (a) future learning activities for pupils, and (b) changes in personal teaching style and method.

Ratings Based on the Behavior of Pupils

Only one competency cluster involves ratings based on pupil behavior, Competency Cluster II (Performing Instructional Functions). These parallel ratings that are based on teacher behavior (see Tables 2, 3, and 4, pp 18, 19, and 22 respectively), and as such provide useful information about the response of pupils to teacher performance (in this regard, it is not uncommon to find a relatively high rating of competence based on teacher behavior and a relatively low rating of the same competence based on pupil behavior).

The use of pupil behavior as a basis for competency assessment forces the use of a different rating scale than the one used when basing competency judgments on teacher behavior or the products of a teacher's behavior. A five-point scale is still used, but the scale points are anchored quite differently. The scale that is used with pupil based ratings is as follows:

1	2	3	4	5
LESS THAN 1/2 OF THE PUPILS		ABOUT 3/4 OF THE PUPILS		ALL OR NEARLY ALL OF THE PUPILS

In addition to different anchor points, the use of such a scale forces a somewhat different format for the statement of desired competencies. For example, instead of stating a competence as "Conveying Learning Outcomes Desired from Instruction" it has to be stated "Pupils Appear to Understand the Learning Outcomes Expected from Instruction". The use of this kind of scale reduces the problem of the criterion against which to judge performance, for the criterion is built into the anchor points of the scale itself.

Apart from these differences the aspects of the assessment system that rely on pupil behavior as a basis for the rating of competence are comparable to those aspects of the system that rely on other data sources. Ratings of competence are made only after the appropriate indicator statements have been marked; the relationship of indicators to the competency statement remains the same; and the procedures for marking the indicators remain the same. The examples that follow illustrate this comparability of format. The examples are taken from the forms used in assessing competence in short-term full responsibility teaching.

2.1p ☐ PUPILS MOVE EFFECTIVELY FROM ONE ACTIVITY TO THE NEXT

Indicators: [Mark each with a U (FOR USUALLY), an S (FOR SOMETIMES), an R (FOR RARELY), or a ✓ (FOR NO BASIS FOR JUDGMENT). Add comments and indicators as needed.]

Pupils move promptly from one activity to another.
Pupils start lessons without horseplay or hesitation.
Pupils seem to be satisfied with the outcomes of learning activities.
Pupils carry out housekeeping chores responsibly.

2.2p ☐ PUPILS APPEAR TO UNDERSTAND THE LEARNING OUTCOMES EXPECTED FROM INSTRUCTION

Indicators: [Mark each with a U (FOR USUALLY), an S (FOR SOMETIMES), an R (FOR RARELY), or a ✓ (FOR NO BASIS FOR JUDGMENT). Add comments and indicators as needed.]

Pupils commence work on lessons immediately.
Pupils are able to proceed with little confusion, few questions, and minimal help from teachers.
Pupils' work patterns demonstrate rate that they understand how to carry out the learning activities expected of them.

Pupil Learning as a Measure of Teaching Competency

Learning outcome data in pupils is used as a basis for judging competence in only one of the clusters of competencies assessed in the program, and only then at the level of student teaching and intern teaching. This is Competency Cluster III, Obtaining and Using Pupil Outcome Information.

The inclusion of this competency requirement at the student teaching and intern level is a subtle but extremely important shift in the treatment of pupil outcome data as a basis for judging competence in the program. In both lesson teaching and short-term full responsibility teaching, students are required to assess learning outcomes, summarize and display learning outcome data, identify unusual learning patterns, identify possible causes for such patterns, and use the information on outcomes in planning next steps, but they are not required to demonstrate any particular level of success in actually bringing about the learning outcomes desired. At the level of student teaching and intern teaching, however, responsibility shifts to actually bringing desired learning outcomes about for a particular group of pupils over a particular period of time with a reasonable degree of success. The rationale for this shift in emphasis to pupil outcome data at later stages in the program has been discussed on page 20.

The measurement of learning outcomes in pupils depends by and large upon teacher-made measures of outcomes. From the point of view of those who have developed the system, and who use it, this is both a necessary and a desirable condition. It is necessary because the assessment contexts employed in the system through student teaching are of sufficiently short duration that standardized measures of achievement are inappropriate

as measures of pupil learning in them. It is desirable because it gives students of teaching an opportunity to gain supervised practice in preparing and applying such measures, which is a skill teachers are increasingly having to rely on in Oregon's schools.

As the system is extended to intern teaching, it is possible that more use will be made of standardized achievement measures, but even here it is doubtful that they will be viewed as the primary or critical measures of pupil learning. Increasingly in Oregon, learning outcomes expected for pupils are individualized, and the consideration of greatest importance is whether individual pupils reach agreed to learning goals.

The use of teacher-made measures of learning outcomes, of course, introduces a host of problems in utilizing such data for purposes of competency assessment. Data are rarely comparable across prospective teachers; there is rarely any known degree of reliability or validity to the measures used; and often measures are not even comparable across children of a particular teacher in a particular subject area. Rarely are they comparable for children across subject areas. The logic of individualization of instruction, however, would seem to leave little alternative to this kind of variation in assessment procedure, and the desire to develop within prospective teachers the ability to develop and use assessment procedures wisely and well in the course of their instruction contributes to the continued practice of employing such measures. While the assessment of the ability of prospective teachers to bring about desired outcomes in pupils would undoubtedly be simplified if the measures of pupil outcomes were trustworthy and readily available, this is not likely to be the case in the near future. As a consequence, the program has had to develop standards and competency assessment procedures that accommodate this reality.

Assuring Quality in the Assessment of Competence

Confidence in the teacher education program at OCE, as well as confidence in the research that is being carried out within it (see PART IV of the Monograph), depends to a large extent on the confidence that can be placed in the measures of teaching competence obtained in the program. These measures (ratings) are relied on for purposes of program placement decisions, program adaptation decisions, and certification decisions. They also serve as the dependent or criterion measures in much of the research that is either planned or under way at the College. For all these reasons, great care is taken to insure that the competency measures obtained in the program are of the highest quality.

From the outset of the program, quality assurance procedures have been a regular part of its operation. By and large, these procedures are of three kinds: (a) the preparation of personnel to apply the competency assessment system; (b) the continuous feedback of information to supervisors about the conscientiousness with which they are using the forms and procedures provided for competency ratings, the reliability and sensitivity of the ratings made, the indicators relied on in arriving at particular ratings, etc.; and (c) the continuous refinement of the competency assessment system itself on the basis of extensive quality

assurance and use studies conducted at the end of each term and then again at the end of each year. The specific activities and procedures employed in seeking to insure quality in competency measures are:

1. Provide a continuous program of inservice training for college supervisors in the content and use of the assessment system. This is done formally through at least one two-day retreat during each term, and informally through weekly staff meetings throughout each term. Formal training involves an intensive review of the system for purposes of refinement or elaboration; an application of the system to video-tapes of classroom teaching; systematic comparison of ratings given the performance viewed on video; and extended discussions to determine the reasons for any differences observed in ratings provided the performance viewed.

2. The preparation of school supervisors to use the system reliably. This also is done formally and informally. Formal preparation is provided for one supervisor from each school in which prospective teachers are placed through a one-week inservice workshop held on the OCE campus each summer, and through systematically scheduled meetings between college supervisors and school supervisors working within a particular building. Informal training occurs throughout a term through continuous contacts between college supervisors, the building supervisor for competency assessment and other supervisors working within a particular building. The formal training program offered in the week-long workshop on campus, and the formally scheduled meetings with building supervisors, follow the same pattern of training as outlined for college supervisors.

3. All ratings from all supervisors are placed in computer storage immediately upon their completion.

4. When college supervisors complete ratings for ten students, they receive printouts of all ratings they have provided, with the printouts ordered in such a way that (a) the patterns that appear in the ratings can easily be determined across students; and (b) the agreements and disagreements between the ratings of college and school supervisors can easily be determined for particular students. All such "quality assurance checks" are reviewed by the evaluation staff prior to their distribution and flagged where unusual patterns of ratings or noticeable disagreements occur. These discrepancies are reviewed with the college supervisor and corrective steps explored if such seem needed.

5. At the end of each term a series of quality assurance

studies are undertaken to determine assessment form usage; patterns in ratings provided by individual raters; patterns in ratings by college and school supervisors collectively; and patterns in ratings by schools. In addition, distributions of ratings for individual measures, as well as critical clusters of measures, are obtained; and inter-rater agreement studies, that is, studies of the agreement between college and school supervisors when rating a particular student teacher, are summarized. All such studies make heavy use of computer-based histogram and correlational analyses.

6. Data coming from the end of term and end of year quality assurance studies are used to refine the competency rating system, and to improve the in-service program designed to prepare people to use the system.

A listing of the data summaries continuously available on measures of competence obtained in the program and the form in which these summaries may be obtained, are presented in Table 8. Summaries of all quality assurance studies are made available at the conclusion of each academic year in the form of data books.[1]

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[1]Because of the importance of quality assurance studies to the program, because they need to be carried out term after term and year after year, and because of the rigor and impartiality they must reflect, an arrangement has been made for their supervision by a physicist from a neighboring university, Dr. Peter Fontana. Dr. Fontana has helped design all quality assurance studies, has done the computer programming that supports the studies, and oversees the analysis and interpretation of data coming from the studies. Dr. Fontana has no formal connection with the program, other than as a continuing consultant, but he is designated as the person responsible for assuring that all measures of competence collected in the program meet acceptable standards from the point of view of the physical sciences.

Table 8. Data Summaries Continuously Available on Competency Measures

DATA SUMMARY	STORAGE MODE	DISPLAY MODE	DISPLAY SCHEDULE
1. The progress of each student in the program	None	Student Progress Chart	Continuous, updated each week
2. Competency ratings for each student in the program a. by designated competency, competency cluster, or complete summary b. by competency demonstration context c. by evaluator d. by any combination of the above	Computer	Computer printout; specified summary forms	On call
3. Competency ratings for designated sets of students a. by designated competency, competency cluster, or complete summary b. by competency demonstration context c. by evaluator d. by any combination of the above	Computer	Computer printout; specified summary forms	On call; selected analyses at the end of each term and at the end of each academic year
4. Competency ratings from an evaluator or designated set of evaluators a. by designated competency, competency cluster, or complete summary b. by designated student or set of students c. by competency demonstration context d. by any combination of the above	Computer	Computer printout; specified summary forms	On call; selected analyses at the end of each term and at the end of each academic year
5. Comparative summaries of competency ratings a. for students b. for evaluators c. by any combination of the variables listed under summaries 4 and 5	Computer	Computer prepared profiles, accompanied by distribution tables and central tendency statistics	On call; selected analyses at the end of each term and at the end of each academic year
6. Correlational summaries a. on student - student variables b. on student - evaluator variables c. on evaluator - evaluator variables	Computer	Computer printed scattergrams or "correlation plots", accompanied by correlation coefficients	On call
7. Competency profiles for individual students	Computer	Single page profiles which summarize competency demonstration in one or more demonstration contexts	On call upon exit from the clinical and practicum phases of the program

CHAPTER 6. OPERATION: ADMINISTERING THE PROGRAM

All educational programs, whether competency-based or not, must be administered. Policies must be made that govern the operation of a program; someone must see that policies are carried out; and someone must see that policies are both made and executed in a way that is in keeping with resources. Educational programs must also be adapted to accommodate change in circumstance or to accommodate dissatisfactions with or inefficiencies in existing programs. The purpose of this chapter is to describe briefly how the elementary teacher education program at OCE is administered, and how it is designed to be adaptive across time and circumstance.

Administration and the Constraints of Context

The structures and procedures that evolve for the administration and adaptation of a program are always specific to the nature of the program involved and the context in which it rests. Large programs, or unusually complex programs, generally require a more elaborate set of structures and procedures for their administration and adaptation than do smaller or less complex programs. Whether a program rests within a private or a public institution, whether that institution itself is large or small, and how the institution is organized with respect to teacher education also make a difference in the kind of administrative structures and procedures employed.

The structures and procedures that are established for the administration of a particular program must be responsive to the particular set of constraints that operate within that program.

The context in which the elementary teacher education program at OCE rests is in some respects a relatively uncomplicated context, but in other respects a relatively complicated one. It is uncomplicated in the sense that OCE is small compared to some teacher education institutions (3,000 students), and the elementary program is moderate in size (approximately 300 graduates per year). It is complicated in the sense that the elementary teacher preparation program is complicated. The definition of competence in terms of job performance, the desire to obtain trustworthy measures of competence, and the desire to link all aspects of the program to understanding self as teacher contribute to its complexity. So too does the specification (in the ComField model) that all decisions in a model-based program be based on data, and that both costs and benefits data be taken into account whenever possible in making program-related decisions, as well as more commonly collected data on the acceptability, feasibility, and perceived effectiveness of the program.

Other complicating factors include the standards that have been set for the operation of teacher preparation programs that call for their operation to be carried out through a "consortium" of institutions and agencies and the fact that OCE is a member of the Oregon State System of Higher Education, with all that implies so far as the coordination of policies and procedures for teacher preparation across state system institutions is concerned.

While other teacher preparation programs undoubtedly rest in contexts that are as complicating for program administration as those that exist for the elementary program at OCE, the number and kind of conditions that must be accommodated in the program is remarkable. These are summarized in outline form in Figure 5.

Organizing for Decisions: A Key to Effective Administration

Program administration and adaptation share a common attribute: they deal essentially with decision making. Given this point of view, the elementary program at OCE literally has been organized for purposes of decision making. Major classes of decisions have been identified; decision structures and procedures have been tailored to them; and participants in the decision-making process have been selected accordingly. Data collected in support of decision making also tend to be specific to particular classes of decisions.

The assumption underlying this strategy is that different kinds and levels of decisions require different kinds of structures, procedures, participants and data, and only when all these are matched will the decision-making process within a program be carried out effectively and efficiently.

For purposes of convenience administrative decisions within the elementary program at OCE have been divided into what has been called "governance" decisions and "management" decisions. Governance decisions are those decisions that have to do primarily with the setting of policy for the program and the execution of policy. Management decisions are those that have to do primarily with the utilization of resources to carry out program operation in ways that are in keeping with policy. While this distinction is arbitrary, for example, policy decisions are always made in light of resource availability and decisions about the utilization of resources almost always have policy implications, it serves a number of valuable purposes. One is that it forces a distinction to be made between governance and management decisions, and an accompanying degree of care in deciding whether a particular decision deals with matters that are essentially of policy nature or an operational nature. Another is that it forces recognition that different structures, procedures, participants, and kinds of information are needed to support these two broad kinds of decisions. Policy decisions require the participation of all who are influenced by a particular program, whereas operational decisions require the participation of only those most directly responsible for program implementation. Decision structures and procedures, and the data needed for making these decisions, vary.

A Taxonomy of Administrative Decisions

Within both governance and management decisions, three levels of decision making have been identified. In the realm of management decisions these have been labeled, *in order of ascending complexity,* OPERATIONAL decisions, MAINTENANCE decisions, and ADJUSTMENT decisions. In the realm of governance decisions they have been labeled, again in ascending order

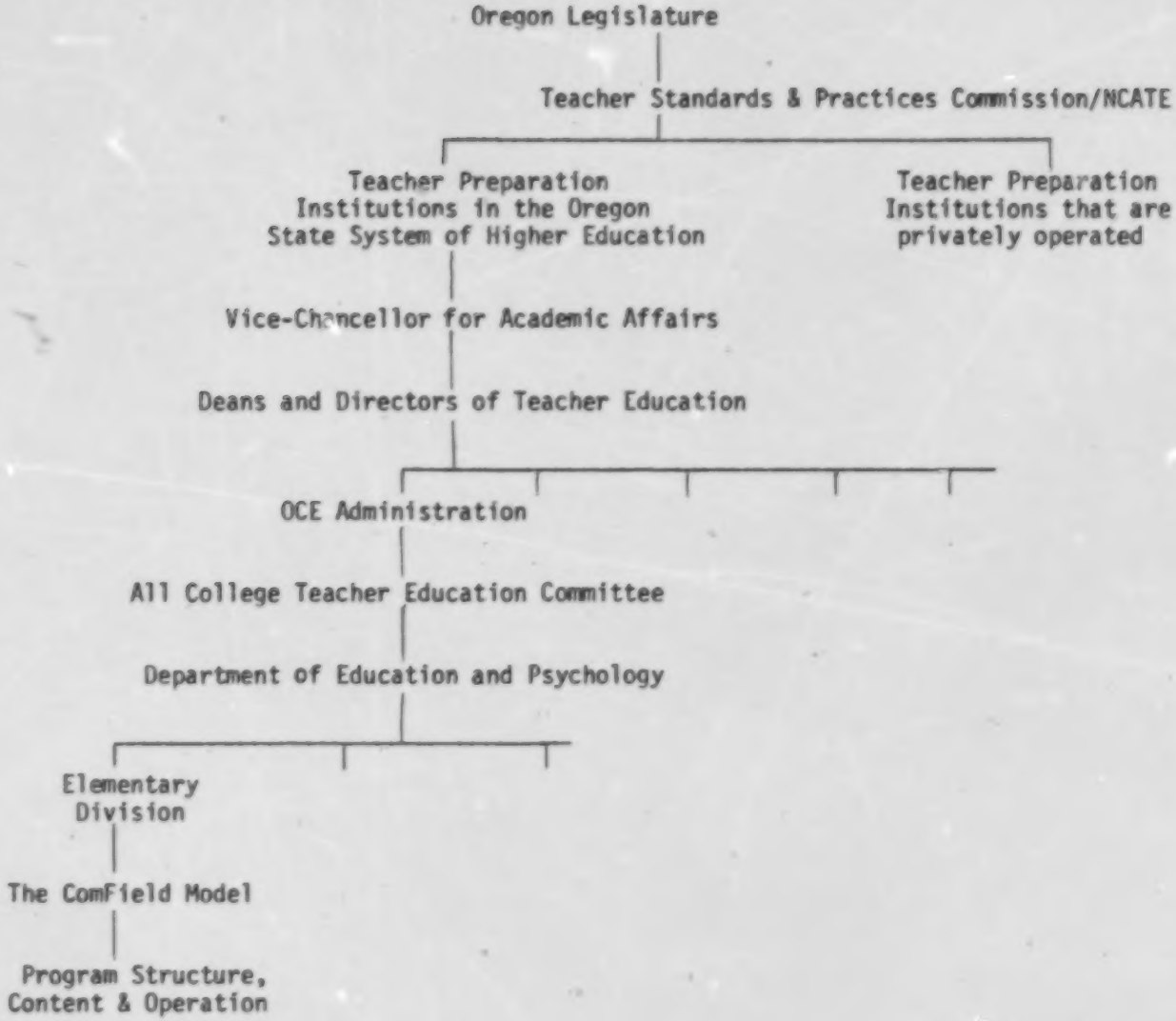
Oregon Legislature
Teacher Standards & Practices Commission/NCATE
Teacher Preparation Institutions in the Oregon State System of Higher Education
Teacher Preparation Institutions that are privately operated
Vice-Chancellor for Academic Affairs
Deans and Directors of Teacher Education
OCE Administration
All College Teacher Education Committee
Department of Education and Psychology
Elementary Division
The ComField Model
Program Structure, Content & Operation

FIG. 5. Sources of influence on the elementary teacher preparation program at OCE that must be accommodated when administering and attempting to adapt the program.

of complexity, EXECUTIVE decisions, DESIGN decisions, and REFORMULATION decisions. The relationship between these two sets of decisions is shown schematically in Figure 6. The distinguishing characteristics of the various levels of management and governance decisions are of two kinds: (a) the higher the decision level the more encompassing and far-reaching a decision tends to be; and (b) the higher the decision level the greater the time and the resources that need to be allocated to the decision. The specific characteristics that accompany each class of decision outlines in Figure 6 are described in Table 9.

Decision Structures, Procedures, and Participants

As indicated previously, separate decision structures and procedures have been developed to accommodate the differing classes of management and governance decisions that have evolved within the ETE program at OCE. Participants in the decision-making process and data sources also vary by class of decision. The specific nature of the matching that has

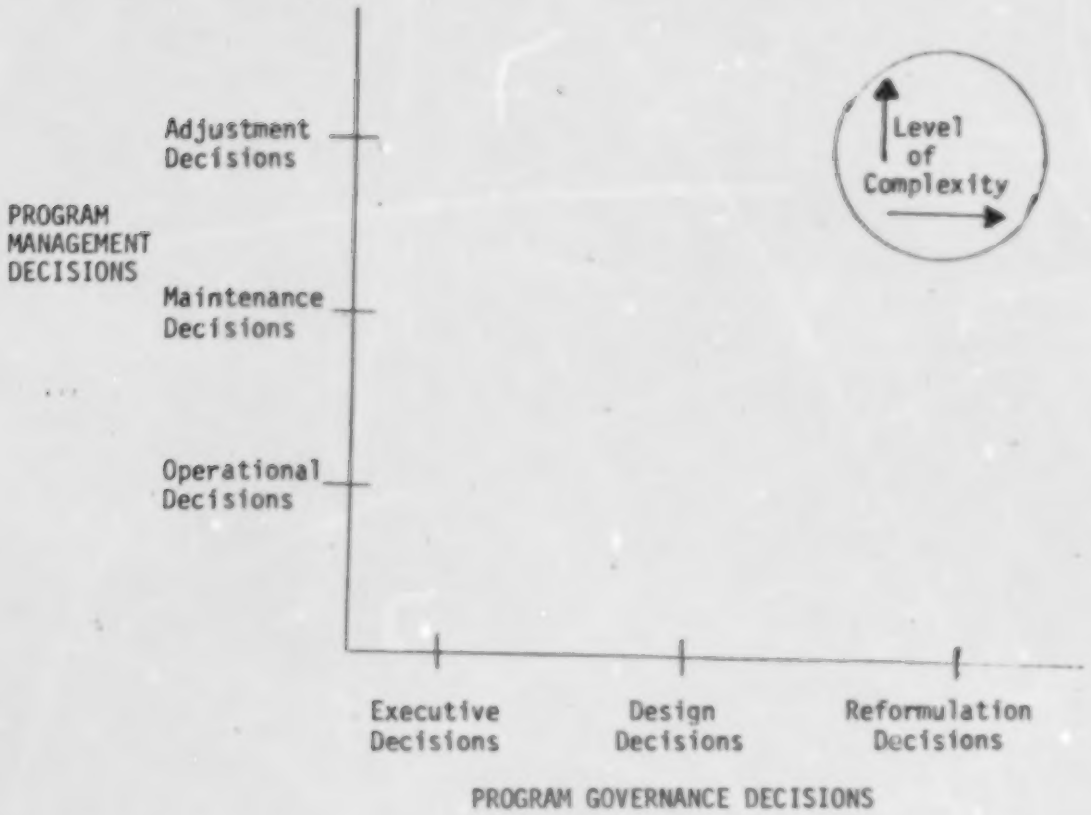

FIG. 6. The taxonomy of program adaptation decisions employed in the elementary teacher education program at OCE.

evolved in this regard for the two higher level management decisions and the two higher level governance decisions are summarized in Table 10. The structures and procedures involved in both operational and executive decisions are too numerous and too transitory to warrant summary within the present document.

It will be seen from the information presented in Table 10 that the program does not have a single governing body nor a single management structure. Both governance and management decisions are made at a number of points in the program, at differing levels of generality, and by differing sets of people. Each level and kind of decision also is supported by different levels and kinds of information. Standing campus-wide committees organized to govern teacher education at OCE still exist, and they review decisions made within the decision structure outlined above when appropriate, but they are not solely responsible any longer for policy decisions affecting teacher education. Much the same arrangement holds with respect to program management: division directors and department chairmen still exist, but many of the decisions for which they have been responsible historically have not been assumed within the various decision-making levels outlined above.

The decision structure that has been outlined is viewed as an evolving structure. It is designed to keep pace with the evolution of the program as a whole. As such, additional governance and management structures will come into being as the structure of the program becomes more complex, or as participating institutions and agencies opt to become more involved in decisions relative to the program.

An example may help to clarify. At the moment, a formalized consortium structure does not exist for the ETE program, but such an arrangement is anticipated in the future. When this occurs both policy and management decisions will become more complex, and new structures and procedures will have to emerge to accommodate them. This is consistent with the assumption that decision structures, procedures, participants and information on which decisions are made must be tailored to particular circumstances as well as particular decisions if decisions are to be made efficiently and effectively.

A Note on the Concept of Program Adaptation

In recent years persons, concerned with program evaluation and adaptation have come to think in terms either of "formative" or "summative" evaluation. As used by most persons, formative evaluation-adaptation refers to the monitoring of program content, operation, and procedures with an eye to correcting or adapting them as they are being developed. Summative evaluation-adaptation, on the other hand, as the label implies, tends to be seen as evaluation of how well a program has done what it has set out to do, with program modification based on such data. This typically occurs at a terminal point in a program, and typically involves an overall judgment or set of judgments as to success or worth.

The concept of program adaptation that has been employed at OCE has taken a somewhat different form. Rather than think in terms of formative

Table 9. The Defining Characteristics of the Major Classes of Program Adaptation Decisions Acted upon in the ETE Program

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Management Decisions

Level 1: OPERATIONAL DECISIONS

The day-in day-out, routinized decision making that is the stuff of program management. Examples include decisions involved in advising students, in lecturing before students or leading group discussions, in evaluating the performance of a prospective teacher in carrying out one or more functions of a certificated teacher.

Level 2: MAINTENANCE DECISIONS

Decisions that involve a "nuts and bolts" level of program modification; decisions that deal with a change in program structure, content or operation to accommodate unexpected demands of day-to-day operation. Examples include decisions that resolve conflicts in schedules, breakdowns in communication, unexpected complications in field conditions. Maintenance level decisions are carried out during the course of program operation.

Level 3: ADJUSTMENT DECISIONS

Decisions that involve sizeable program modifications; decisions that deal with a change in program structure, content, or operation that fundamentally alters the nature or scope of the program. These adaptations, also made while a course or program is in progress, generally arise in response to emergencies or pressures that force basic program change. Adjustment adaptations are generally characterized by more upheaval than maintenance adaptations, and they are generally made with greater reflection and with a broader base of decision making than maintenance adaptations.

Governance Decisions

Level 1: EXECUTIVE DECISIONS

The day-in day-out, routinized decision making that is the stuff of program governance. Examples include closing of courses at registration; allowing a student to register for courses out of sequence; redistributing secretarial responsibilities within a typing pool.

Level 2: PROGRAM DESIGN DECISIONS

Decisions that set the content and direction of a program for another year. This is the kind of adaptation that typically occurs between the first and second terms of a course, before a course is given, or after a course has been given and before it is to be given a second or third time. This level of adaptive decision making is characterized by its wholistic considerations, its reflectiveness, and the presence of a relatively broad data base on which such decisions are made. It is this level of adaptation that is typically associated with course or program development by an individual faculty member, or by a small group of faculty. It is less inclusive than the level of adaptation that is typically associated with curriculum development and change.

Level 3: PROGRAM REFORMULATION DECISIONS

Decisions that reshape a program, a curriculum, or a set of course offerings. This is the kind of adaptation that typically occurs in response to major shifts in the knowledge or technological base of a discipline, major shifts in the value structures or needs of a society, or major shifts of the basic orientation of an institution. These are generally adaptations that involve reflection over a long period of time and command a wide data base and wide involvement in decision-making. It is a level of adaptation that typically involves representation from throughout an institution and often representation from other institutions and agencies.

Table 10. A Decision Map for Program Adaptation

Decision Elements	Program Management Decisions		Program Governance Decisions	
	MAINTENANCE DECISIONS	ADJUSTMENT DECISIONS	DESIGN DECISIONS	REFORMULATION DECISIONS
Structure	The first 15 to 30 minutes of the weekly Elementary Division staff meeting	An afternoon seminar once each term	Six three-hour seminars and a full-day "program planning exercise" during spring term each year	As often as needed, and continues for as long as needed (usually does not occur more often than once every five to seven years)
Participants	College faculty and assessment staff	College faculty; school supervisors; students; assessment staff	College faculty; school supervisors; college and school administrators; students; assessment staff	Representatives from all appropriate groups, both inside and outside the college. Highest level review bodies become involved
Procedure	Maintenance level data reviewed; meeting then opened to discussion and related problem solving	Adjustment level data reviewed; meeting then opened to discussion and related problem solving	Adjustment and design level data reviewed by selected topics; seminar then opened to discussion and related problem solving. Program planning exercise focuses upon simulated program related decision making	At the discretion of program or institutional administrators, but usually follows formally recognized, well-established decision-making procedures within the institution
Formal Data Sources	Program Maintenance Survey: administered to a 10% sample of students and school supervisors twice during the first term of a two-term "blocked" sequence of courses and once during the second term	Program Adjustment Survey: administered to all students and college faculty, and a 25% sample of school supervisors at the end of each term	Program Design Survey: administered to all students, college faculty and school supervisors, and selected college and school administrators at the completion of the two-term "blocked" sequence of courses, and at the conclusion of student teaching and the first and third terms of intern teaching; Program Cost Reports Selected Interviews Student Performance Data	Cost-benefits data; performance data on graduates; survey and interview data on desired program characteristics; all other data deemed relevant, e.g., teacher supply and demand

This listing reflects the decision structure procedures that were employed in the experimental year of the program and in the first full year of program operation. During the second year of full operation, the maintenance level decision structure was eliminated, and by the last term of the year, the adjustment decision structure was made the option of each instructional team. So far the design decision structure has been maintained as outlined, but it is likely that it too will undergo modification as the program continues to evolve.

and summative adaptations, program adaptation is seen as a continuous decision-making process involving a variety of decision levels. It also involves the point of view that a program at any point in time is only an approximation of what it will be in future. Accordingly, the elementary preparation program at OCE is viewed at a given point in time as no more than a step in the evolution of an ever more powerful, useful way of organizing learning experiences for the preparation of prospective teachers. Because of this view each of the elements within the program, as well as the program as a whole, are seen as being subject to day-by-day, term-by-term, and year-by-year evaluation and adaptation.

PART III

THE DEVELOPMENT OF THE PROGRAM FROM AN ADMINISTRATOR'S PERSPECTIVE

A Note to the Reader

Part III of this monograph is intended to be the answer to the question most often asked by department chairmen and deans from other institutions, "How did you get the faculty to do it?" Of course, the question almost always is addressed to an OCE department head or dean, seldom to one of the faculty members, and it is most often asked during a social hour or after a presentation when no one else is around. And for good reason, because the question is easily minunderstood. It implies manipulation, control, and secrecy, when the questioner simply wants to know what administrative actions were taken at OCE in support of the developmental effort, particularly in the beginning.

Accordingly, the paragraphs which follow may be expected to be of primary interest to department heads or deans of education who are curious to learn how the developments at OCE were viewed through the eyes of an administrator. What follows is a case study, a running account of the events which started in 1971 and continued through 1974. Frequent reference is made to memos, meetings, and decisions, these being the "actions" which administrators take. Reference also is made to a grand strategy ("focus gambling"), not because there was any conscious effort to apply such a strategy at OCE initially, but rather because in retrospect it is evident that what was done administratively can perhaps be better understood and perhaps applied to other institutional settings when viewed in strategic terms.

So, to the reader who is not an administrator or a student of administration, be forewarned. That which follows may be of little value to you, and of even less interest.

The Developmental Strategy: "Focus Gambling"

Since 1968, Oregon College of Education has carried out a wide variety of activities designed to elevate the importance of teaching, each of which has employed a "focus gambling" strategy.[1] The principal feature of this strategy is that it focuses on a particular problem, then concentrates all available resources on one of several alternative approaches to the solution. The focus gambling strategy was adopted because the college has very limited resources to apply toward the solution of instructional problems. Thus, it was considered worthwhile to

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[1]"Focus gambling" was originally used by Bruner, Goodnow, and Austin (1956) to describe a selection strategy in concept attainment. The selection strategy also describes very well the administrative strategy employed at OCE.

gamble on one solution to one particular problem as an alternative to spreading the college's limited resources over a variety of problem areas and potential solutions.

The element of risk involved in the focus gambling approach is great, but the results are dramatic when achieved. The objective is to get the job done in as short a time as possible, and with as few trials as possible, particularly if time and trials are costly. But the chances are the task may require more time and trials than first anticipated. Focus gambling is an admirable strategy provided the college is in a position to take the risk that solutions to problems may come very rapidly or very slowly, or somewhere in between. Institutions are considered to be in that position when, in the past, quick solutions have paid off very handsomely as compared to losses suffered by slow solutions. This has been the case at OCE.

The FG (focus gambling) strategy was not initially devised and then applied systematically to elevate the importance of teaching at OCE. Rather, the strategy was abstracted from a set of otherwise discreet developmental activities which, after the fact, do appear to have the FG strategy in common. None the less, it is considered possible -- even likely -- that the FG strategy could be successfully applied by administrators in other educational settings, particularly in these austere times.

The FG strategy is as follows:

Step 1. Identify an instructional problem which is or has the potential to become the focus of faculty interest.

Step 2. Select a promising solution from among alternatives identified and propose that the college faculty and administration focus their attention and limited financial resources on an empirical test and evaluation of the proposed solution.

Step 3. Subject the proposal to as broad a review as may be considered appropriate by interested faculty and students (and other groups, if appropriate).

Step 4. If the response is favorable, design and implement a limited test of the proposed solution, one which can be carried out within the financial resource limits of the college.

Step 5. Evaluate the outcome of the test and disseminate the results, being careful to report failures as well as successes. Where success is evident, however, take advantage of every means possible to reward the faculty participants, and to give credit where credit is due. In the event of failure, reward participants for their efforts and be quick to follow the evidence wherever it may lead, even if it appears to be back where one started. It is important to reestablish the college on a course of action which is forward moving, in any event.

Step 6. Follow through. Be on the lookout for spontaneous developments, especially when a particular improvement activity is successful. Oftentimes spontaneous developments when fostered prove to be the most

important outcomes of a particular planned activity. Even in the event of apparent failures or setbacks, spontaneous developments sometimes emerge after a period of months or years has elapsed. The FG strategy nearly always has some positive aftereffects.

In the pages which follow, an effort will be made to describe the development of the award-winning elementary education program from the standpoint of the OCE dean of faculty, who assumed the role of the dean of education in the OCE developmental activity.

The Start-Up Year

Steps 1 And 2. The Problem and the Focus

The teacher education program at OCE was the first four-year curriculum to be offered by the college. By 1971, courses and course requirements comprising the curriculum had evolved over a period of many years. By then, the elementary curriculum was an outdated instructional program which was greatly in need of change. It was hindered by inflexible requirements and many of the required courses had little clear relationship to the educational goal. However, by 1971, the planning of the ComField model had been completed and the framework for a modified curriculum had been well established. Faculty members had only to develop new approaches to teaching and to evaluate students in accordance with the newly designed competency-based curriculum.

The ComField plan had been developed in anticipation that federal funds would be provided for its implementation, but the financial support from the federal government was not forthcoming. The preliminary cost estimates for implementing the ComField plan were staggering. The total estimated cost was nearly fifteen million dollars over a period of seven years. Because of the high cost estimates, it was not reasonable to expect the initiative for action to come from the faculty. Instead, it was decided that the call for action should necessarily come from the administration.

Since a full-scale implementation plan was out of reach, the only alternative was to approach the problem on a limited basis. Of the various alternatives, the dean proposed to focus on a limited number of students (approximately 100 was first suggested) and a cross section of the college faculty (5-10 faculty members). The developmental activity was to be identified as a "college within a college".

The original plan was for 50 of the 100 students to be selected from the beginning freshman class and to be carried through the first two years of study, which is made up primarily of the liberal arts core curriculum; and simultaneously for the other group of 50 students to be identified from those with sophomore standing who would embark upon the two-year program of professional study in advanced courses. The thought was that, by the time the initial two years of developmental effort came to an end, the 50 sophomores would be graduated, and the 50 freshmen would be ready to embark on the second stage of their study. Then a new group of freshmen could be identified to cycle through the initial phase.

The initial undertaking would of necessity require that the participating faculty be provided with special support in the form of both clerical assistance and reduced loads so they could simultaneously develop details of the various courses of instruction in accordance with the ComField plan and also do the actual instructing. The commitment from the administration was to focus what little money the college had for instructional development activities on the college-within-a-college.

Steps 3 And 4. Review And Response

The first formal response to the dean's proposal came from the chairman of the department of education and psychology just prior to the beginning of the 1971-72 academic year. The chairman reported that the faculty of the entire department, not only the elementary education faculty, had responded favorably to the plan. Specific individuals were recommended to serve on the faculty of the college-within-a-college, and suggestions were made for timing the start-up of the new "thrust". The secondary education faculty as well as the elementary education faculty wished to become involved. Clearly the initial response was enthusiastic, and faculty members who would necessarily have to implement the plan were ready to commit themselves to the project.

However, it was also evident from the initial faculty response that the scope of the proposed project was too broad. The plan which was first viewed as relatively limited, was beginning to take on much broader proportions, including both secondary and elementary programs and perhaps more than 5 to 10 faculty members. Faculty members sometimes resist programmatic changes initiated by academic deans, but such was not the case here. Instead, the faculty embraced the idea and built on it with enthusiasm. The dean was sufficiently aware of the magnitude of the task that he was obliged to pause and take a second look.

What actually occurred was a shift in approach and a limiting of objectives. The dean asked one of the faculty members in the elementary division, a full professor with considerable stature, if he would be willing to serve as the lead professor in the project. The dean communicated his financial concerns and asked the professor if he would develop a proposal which would be more within reason and also acceptable to other faculty members. The professor agreed to the undertaking, and for the first quarter of the 1971-72 academic year, went his way. From the dean's standpoint, little progress was made for several months. No formal meetings were held, and there was little communication between the lead professor and the dean's office. But it later became evident that there had been a considerable amount of thinking going on. And there emerged an important new addition. A research professor employed by the Teaching Research Division, the research agency on campus, volunteered to work on the project.

The first concrete development during the 1971-72 came in the form of a three and one-half page dittoed document prepared by the lead professor entitled, "Proposal for Experimental Teacher Education Program." It was distributed to all interested persons and a copy was received in the dean of faculty's office in February, 1972. The proposal accomplished

all that the dean of faculty desired. It delimited the original scope of the college-within-a-college proposal to a small project involving less than 100 students and about five professors devoting either full or part of their teaching assignment to the project. The scope of the instructional task was to be limited to the professional education component normally completed during the junior year prior to student teaching. The content to be covered was to include educational psychology, general and special methods of teaching with provisions for early assessment of teaching competencies in a classroom setting; increased involvement from students in curricular matters; the establishment of an assessment system and feedback system for faculty and students alike; a chance to break away from the 50-minute schedule, to utilize self-instructional materials, and to further develop the already established junior block system of team teaching. The restructuring of the junior block course was to result in two consecutive "professional quarters," each involving 18 quarter hours of study for students enrolled rather than the block of 9 hours which had been developed previously.

Finally, the lead professor's proposal challenged the participating faculty members to cease "talking, thinking, wondering, and contemplating about what a new program might look like" and to "put action where our words are." He proposed that the new program be treated as "experimental" in the sense that it would be subjected to careful record keeping and careful assessment of outcomes. He also proposed that all this be done in anticipation that the committed faculty members not anticipate a large amount of released time or additional support from the college. If additional help could be furnished, it was suggested that the help be in the form of either secretarial or research staff principally from the Teaching Research Division.

The proposal had the desired effect of initiating a rash of activities. Meetings were held, documents were written, and people committed themselves. Some of the highlights of the activities which followed in the remaining months of the 1971-72 academic year included the following:

1. Endorsement and commitment of faculty time to the project by the seven key administrators of the campus. This was a significant step which necessarily was accomplished before the schedule of classes for 1972-73 was made up during the winter quarter of 1972. Some substantial adjustments within the college divisions were necessary. For example, it was agreed by the lead professor and the dean of faculty that the load of the instructors assigned to the project would not exceed a student-faculty ratio of 25 to 1. In actual practice, some sections of the special methods courses taught in departments other than education were scheduled to accommodate much larger groups ranging up to 35 and 50 students. Effectively, this resulted in a disproportionate loading of students in regular sections and an evident lightening of the load of the participating faculty assigned to teach the "experimental"

sections. So the commitment to the project necessarily involved faculty who were not participating in the program as well as those who were.

2. In March, 1972, the program was formally launched by the dean of faculty by a memorandum to the lead professor, the research professor, and five other professors assigned to the project. Copies were directed to the chairman of the college-wide Teacher Education Committee, the chairman of the seven major departments, the director of the Teaching Research Division, and the administrators in the participating school districts. The program was labeled the "Experimental Teacher Education Program for Elementary Teachers" and came to be referred to thereafter as the ETE Program, or the ETEP.

3. Students were recruited for the program during the spring quarter and were preregistered. It is interesting and somewhat humorous to recall that the original calculations of the dean of faculty called for a target of 73 students in March. The number dwindled mysteriously to 65 students in April, and to a final count of 53 in September. Evidently, the lead professor had about 50 students in mind all along -- which is added proof that the most powerful person on a campus is the senior professor.

4. A series of planned meetings were held during the spring quarter of 1972, during which each faculty member candidly outlined the instructional objectives and procedures for the course areas they were assigned to teach, and problems of working together for the first time were anticipated and debated. Frankly, little of substance came out of the spring term meetings, but it was evidently a necessary and essential activity in the development of mutual understanding and respect. The faculty members knew each other, but they had never before worked together. The outcome of the meetings was a readiness among all concerned to begin the fall quarter of 1972-73 prepared to resolve the problems of teaching the block of 53 students with a clear understanding of each other's responsibilities and biases, and a commitment to arrange class meeting times on campus so that the students could devote at least one and perhaps two full days each week in the public school setting. Beyond that, the ETE program was launched in September of 1972 without a tangible plan for doing things differently.

5. The last phase of the start-up year occurred during

the summer of 1972. The Teaching Research professor and the dean of faculty, having worked together in previous years on research projects, formed an "assessment team" for the project. Each agreed to devote at least .25 FTE to the project during the 1972-73, and began writing the basic plans and guidelines for the development of the assessment system. This was done primarily through an exchange of letters because the research professor was on sabbatical leave, but since the task was primarily a conceptual one, the planning was nonetheless effective. The main accomplishment was the development of the "unit of instruction approach" to test the competencies of students in the experimental program during 1972-73. Records of correspondence between the dean and the researcher indicate that by August of 1972 the idea of the plan had evolved to the point where it was determined that each student would be tested over a period of time rather than all at once, teaching short units on instruction (later called "lessons"), each of which would be considered a sample of the student's general ability. Then each student would demonstrate the ability to assume full responsibility for a classroom over a period of days. The competency demonstrations were to be spread out over a period of two terms, purely as a practical matter for students and supervisors alike. The basic plan was set by the latter part of September, 1972, just before the beginning of the fall quarter.

The Experimental Year

The 1972-73 academic year was the first trial year of the ETE program. The class schedule having been prepared in anticipation of the special arrangements needed for the experimental program, and the 53 students having been preregistered, the faculty and students assembled during the first week of the fall term with a minimum of confusion and in an atmosphere of excitement and enthusiasm. Quickly a procedure was developed for planning each week at a time, implementing the plans, and reviewing what had been accomplished a week later. Since the students were each assigned to one of five elementary schools, it was only natural that they be divided into five groups of about 10 each. Each group of students selected a representative who served on a "review and planning" group (later dubbed the RAP group) along with representatives from the school supervisors assigned to the project. The research professor attended the weekly meetings of the RAP group, and frequently the dean also attended.

By the end of the first month, the RAP group had evolved an internal schedule which provided for regular class meetings on campus three days a week, one full day for the students in the field, and one free day for students to use for participating in activities of their choice. Many

students used the free day to complete teaching assignments in the public schools, others arranged special meetings with faculty members on campus, and still others used the time for individual studies. A time was set aside each week also for a meeting of the entire group of faculty and students, and school supervisors who could break away from their regular teaching duties to hear announcements and receive instructions or concerns of interest to all.

During the fall quarter, the assessment team (the research professor and the dean of faculty) devoted most of their project time (.25 FTE each) developing the observation schedules which were used to gather information about the performance of students in the teaching of their lessons. The observation schedules were developed with the assistance of the instructional faculty and school supervisors, and were tried out in preliminary fashion before actually being duplicated for broad use. The assessment team devoted some time to orienting school supervisors in the field who actually would use the new forms. The evaluation forms for the teaching of short lessons were first tried out during the latter part of the fall quarter, 1972, and by the end of winter quarter the assessment forms for "two-to-five day" (full classroom responsibility) teaching were developed and implemented. Student and faculty responses to the assessment procedure were very favorable, even though the faculty who use the rating forms were given little opportunity to become familiar with them and to develop experience in their use.

The students devoted considerably more time to lesson teaching than was actually recorded through the assessment procedure. The cooperating school supervisors seriously endeavored to put the students to work in their classrooms, so each student actually taught many lessons in addition to those that were formally assessed. Feedback from students even during the first quarter of the experimental program indicated that the experience provided in the public school classrooms was the highlight of their professional quarter. Also, it became clear from feedback provided by the students that the assessment procedure itself gave them a necessary structure, incentive, and direction to their informal experience.

There were many other developments during the trial year, but they are described elsewhere in this report. The success of the trial year (actually two professional quarters of instruction) is best communicated by the summary report of what happened to the 53 students. It is reported that all but five students successfully completed course requirements by the end of the second term. The five who failed to complete either changed their major and dropped out of teacher education entirely, or attempted to satisfy requirements either through special arrangements with instructors or by repeating those segments of the block course which were offered subsequently as part of the regular teacher education program of the college. At the other extreme, five students of the total group were judged to perform so well in their classroom teaching assignments that they were invited by the college faculty to apply for a waiver of the student teaching requirement which they normally would have been expected to complete before graduation. A special assessment procedure was developed, based on the two-to-five day full responsibility teaching demonstration, and arrangements were made for the students to continue teaching in the classrooms where they had been assigned for an additional

ten days under close supervision by both the college supervisor and the school supervisor. Of the five who attempted the waiver procedure, three were judged to be competent and were given credit by examination for student teaching -- a full 12 quarter hours of college credit.

Step 5. Evaluation of the Outcome

During the spring quarter following the two-term trial, a special planning conference was conducted by the college. The conference was directed by the dean of faculty, the research professor, and the lead professor of the elementary education faculty. The conference was invitational, and the participants were selected from the students and the school supervisors who actually took part in the instructional activity. Meetings of the conference participants were held throughout the spring quarter on a weekly basis in two to three hour sessions. Conference discussions centered around summaries of the data collected by the assessment team covering various aspects of the experimental program. The objective was to evaluate the effort and to make suggestions for improvement. A key issue was how to train school supervisors in the use of assessment tools.

The planning conference culminated in a full-day meeting attended by representatives from school districts and colleges across the state. The day-long meeting was designed as a simulation game called a "College Planning Exercise" (dubbed CPX) designed to resolve one or two key issues which came out of the invitational planning conference described above. By this means, the college was able to effectively disseminate to all interested persons the information gained from the experimental program.

Step 6. Follow-Through

Before the end of 1972-73, plans for continuing the experimental program into 1973-74 necessarily had to be made because class schedules were involved and because the experimental program was of considerable interest to other faculty members in the elementary division who naturally wished to benefit from the experimental program. Reason would have dictated a continuation of the more limited experimental program for at least one more year but it soon became evident that the entire faculty of the division of elementary education was insistent on expanding the experimental program so that it would become available to all students rather than a select few. The difficulties involved, including the special methods courses taught by professors assigned to other departments, were too numerous and too great to be overcome in such a short time, however, so the 1973-74 year was planned as an instructional block which would involve only the courses of instruction normally taught by the faculty assigned to the elementary education division. Special education courses were scheduled separately as is normally the case, and the instructors were invited to participate during the second year as they did during the first year, but on a voluntary basis.

Only time will tell whether the decision to delimit the scope of the instructional program to expand it to all students after only one trial

year was a wise decision. The decision to do so was effectively mandated by the elementary education faculty, however; and the faculty assigned to other departments were either less concerned with the development, or their concerns were fractionated to the extent that they were unable to present their view to the administration in an effective manner. This is an interesting administrative and political problem in itself which deserves a kind of special attention which cannot be provided in this report.

The First Full Year of Program Operation

The OCE experimental teacher education program was offered in 1973-74 to all students majoring in elementary education. All faculty in the elementary education division agreed to incorporate the assessment procedure and the extensive program of practicum activities into their respective sections of the two-term sequence of "junior block," a 9-hour theory/practicum course involving study of educational psychology, general methods of teaching, and certain special methods such as the teaching of reading, science, and social studies in the elementary schools. The 9-quarter-hour course is taught to sections of about 30 students assigned to work with teams of two professors each. These developments are described in detail in Chapters 2 through 5 of this report.

The faculty participants have been rewarded in a variety of ways. Winning the Distinguished Achievement Award gave the faculty great visibility on campus and in the state, not to mention the nation. The fact that the faculty has gained national recognition as a result of their efforts clearly establishes the activity as one which is worth continuing support and duplication.

The role of the dean has changed, of course. The academic dean of a college cannot devote full attention to any one department or departmental activity but he (or she) can, and properly should, select out activities which best represent the mission and role of the college and show interest and support in any way possible. Although the OCE dean of faculty does not take a direct hand in the research and assessment activities of the developing program, he does participate in the planning conference which is a recurring annual event, and in the statewide dissemination activity called the CPX (College Planning Exercise). Also, the research professor and the lead professor of the elementary faculty still meet regularly with the dean to discuss developments.

The role of the research professor is still vital to the developing program. The researcher functions as a member of the elementary division even though he has no instructional assignment and in fact is not formally a member of the college faculty. (He is employed by a separate state agency which is hosted by the college, and his approximately .67 FTE assignment to the college project is supported in part by state and in part by federal research funds.) The continuing participation of the research professor is one tangible extra expense of the developmental program. There is a trade-off for the research agency and for the research professor, however, which justifies the added expense. The developmental effort of the college provides the researcher with a very

effective means of conducting developmental research in an ongoing program under almost ideal conditions. The faculty members are willing and cooperative and they actually put the products of the developmental research to use. Because developmental research is an integral part of the ongoing program, neither students or faculty consider themselves to be "used" even though they sometimes grumble a bit at the amount of paper work involved.

The role of the lead professor also remains unchanged. A lead professor does not have to be chairman or department head in order to be effective. He was not so in the beginning. However, as it turned out, his faculty associates did identify him as the person they would wish to serve as their division head.

PART IV

RESEARCH AND DOCUMENTATION

It has been argued recently (Schalock, 1974, 1975) that CBTE programs are unusually rich contexts for research. It has also been argued that because of the relative complexity of CBTE programs and because of the general lack of familiarity with them, documentary studies on their development and operation should be prepared. These arguments have been taken seriously at OCE, and as a consequence the elementary teacher education program has been designed explicitly as a context for research and documentation studies. The structure and operation of the program from these two points of view are outlined in this section of the monograph.

CBTE Programs as Contexts for Research

As the research committee of the Consortium of CBE Centers has pointed out in the paper cited above, one of the most promising features of the competency-based education movement is its potential for overcoming the measurement problems that have plagued educational research. If the potential of CBE and CBTE programs are realized, competency-based education should yield new and powerful measures of learning outcomes in pupils, and competency-based teacher education should yield new and powerful measures of teacher performance. If these measures reach the quality anticipated, and the research community recognizes them and takes advantage of their availability, research in education and teacher education should profit immensely. In speaking to this issue, members of the committee point out

> "First...the measures employed in the assessment of teaching competence must be of a quality that permits their use in research. That is, they must be valid, reliable and sensitive. Second, experimental designs must be employed in the context of program operation with sufficient rigor that "causality" can be attributed to the experimental or treatment variables investigated. Both of these conditions are above and beyond the requirements of normal program operation, but both can be achieved if introduced with care and foresight. When met much is to be gained, for basic research can be carried out as an adjunct to normal program operation at little added cost.
>
> While it is possible to combine basic research with program operation by meeting these two conditions, it needs to be pointed out that considerable risk is involved in attempting such a venture. High quality measures, for example, are often difficult and costly to obtain. Also, requiring that program operations meet the constraints of experimental design most always creates a cumbersomeness and rigidity that frustrates program managers and participants. Heretofore efforts to design data collection systems that support

both program operation and basic research have tended to end in the design of research programs instead of operational programs that have good data. When this has occurred there has been a nearly universal reaction on the part of program managers and participants: throw the researchers out! (Parlett and Hamilton, 1972).

Recognizing this pitfall it is still possible that if done with care data generation systems can be designed that will support both program operation and basic research. When this is the case the best possible context for basic research exists: it can be carried out at low cost and it has a good chance of meeting the requirements of external validity that are not met in most educational experiments." (p 16)

Given this awareness, the committee suggests that an education or teacher education program must reflect at least five conditions if it is to function successfully as a research context.

- Persons responsible for the management and operation of the program must be inclined toward experimentation.
- They must view the programs as subject to continuous change, and view as a major data source for change a systematically designed program of research on program effectiveness.
- Data of a quality that will support trustworthy research must be collected as a normal part of program operation.
- Sophisticated data management, storage, retrieval and display capabilities must be available.
- An advisory structure must exist that insures that research pursued has value to persons in the program as well as to the profession at large. (p 28)

The Elementary Teacher Education Program at OCE as a Context for Research[1]

By design the elementary program at OCE meets the recommendations outlined above. There is:

- The public commitment of staff and administrators to the research function the program is to serve;

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[1]Much of what is described in the pages that follow appears in Closing The Knowledge Gap, the monograph prepared by the research committee of the National Consortium of CBE Centers on CBTE programs as contexts for research.

- The public commitment of staff and administrators to the program being subject to continuous change, and for the direction of change to depend to a large extent on the results of research on program effectiveness;

- The systematic collection of data for use in research on the characteristics of the ETE program (curriculum, organization), the characteristics of students in the program (traits, background experience), the knowledge, skill and demonstrated teaching competence of students in the program, the behavior and learning outcomes of pupils taught by students in the program, and the characteristics of the settings in which teaching occurs;

- The maintenance of quality in all measures taken in the program through continuous quality assurance studies;

- A computer-based data management system that supports all research and quality assurance studies;

- An advisory structure that insures that the research pursued in the program has value to the profession at large as well as to persons in the program, and reflects a level of quality that sets a standard for the profession; and

- A support structure through the college and the Teaching Research Division of the Oregon State System of Higher Education that provides assistance to individual staff members doing research.

Other features of the program that make it a unique context in which to carry out educational research include the definition of teaching competence as the ability to bring about the outcomes expected of a teacher holding a certificated teaching position (as outlined earlier, the ability to bring about such outcomes must be demonstrated in ongoing school contexts, and the demonstration must include bringing about desired learning outcomes in pupils -- a definition of teaching competence that provides a powerful set of "dependent" measures for all the research carried out within the OCE context); the adoption of publicly stated performance standards for competency demonstration; and the utilization of a nationally known physicist as a continuing consultant to the program in matters of measurement, data management, and research design.

Finally, it is a program that is designed expressly to support experimental studies. This is made possible by four conditions:

1. The program is organized in such a way that blocks of 30 students can be systematically treated as experimental or control groups;

2. Each block of students is viewed as an "instructional unit" within the program;

3. All faculty in the program have accepted common definitions, measures, and performance standards relative to the teaching competencies to be demonstrated by graduates of the program; and

4. All faculty have agreed to try alternative instructional programs and procedures to help students achieve competence as teachers, but to carefully document all programs and procedures tried.

Between 240 and 300 students are enrolled in the elementary teacher education program at the college each year, providing at least eight instructional units for treatment as experimental or control groups each year.

The Paradigm That Guides Research in the Elementary Program

The OCE-TR paradigm for research on teacher education has three defining characteristics. It is longitudinal, it is multi-dimensional, and it is model-dependent. These are described briefly in the paragraphs that follow.

Longitudinal Characteristics

As planned now each teacher graduating from the OCE elementary program will be assessed for his or her competence as a teacher on three separate occasions prior to graduation, and at least a 20 percent sample of graduates will be assessed on three occasions following graduation. The schedule for these assessments is:

Prior to graduation

- Lesson teaching
- Short-term (2-5 days) full responsibility teaching
- Extended (2-5 weeks) full responsibility teaching

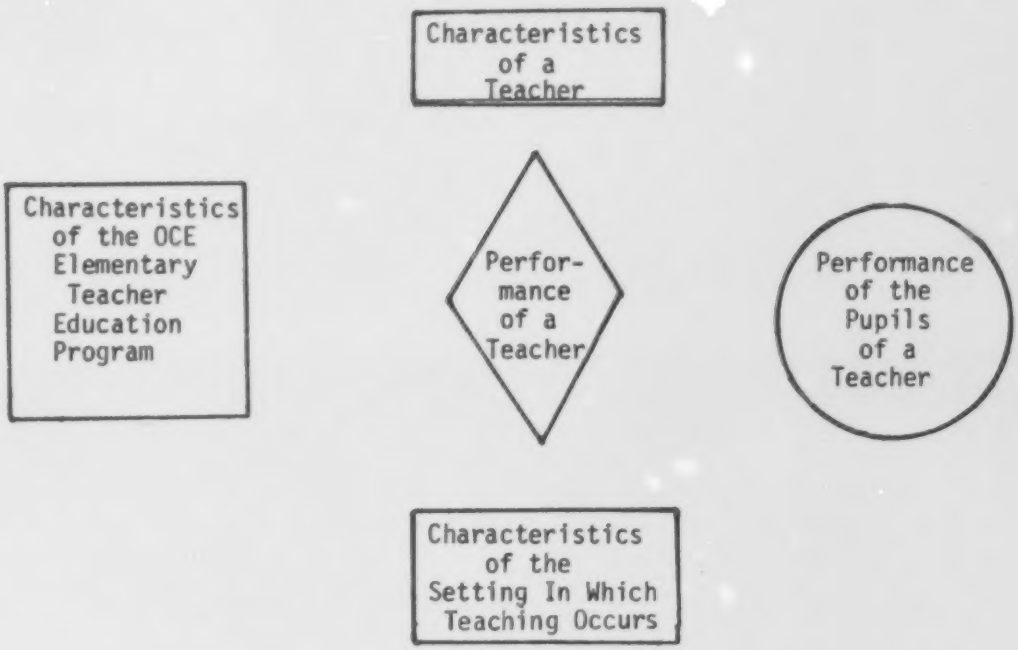
After graduation

- During the first full year of teaching
- During the third full year of teaching
- During the fifth full year of teaching

Multi-Dimensional Characteristics

Five major data sets are called for in the paradigm. These are (a) data on the background and personality characteristics of students preparing to be teachers; (b) data on the characteristics of the teacher preparation program; (c) data on performance as a teacher; (d) data on critical features of the setting in which teaching takes place, including

the characteristics of pupils being taught; and (e) data on the learning outcomes of pupils being taught. In combination these five data sets permit an essentially endless array of questions to be asked in relation to the ETE program, and the effectiveness of teachers prepared through it. The data sets can be portrayed schematically as follows:


Characteristics of a Teacher
Characteristics of the OCE Elementary Teacher Education Program
Performance of a Teacher
Performance of the Pupils of a Teacher
Characteristics of the Setting In Which Teaching Occurs

Model-Dependent Characteristics

The data sets within the paradigm and the variables within each set are referenced against (but not dictated by) three "models" that pertain to the preparation of teachers. These are (a) the OCE model of tasks to be performed by elementary teachers; (b) the Spady model of teacher effectiveness; and (c) the Schalock model of the critical variables involved in decisions about instruction. The critical dimensions of the OCE model are reflected in the measures of teaching competency described in PART II, Chapter 3; the Spady model of teacher effectiveness is described in reasonably complete detail in a recent publication by its author (Spady, 1974); and the Schalock model is described in the position paper of the research committee of the Consortium of CBE Centers (Schalock, 1975).

Data Sets and Analysis Strategies

Each of the five data sets included in the research paradigm includes a number of measures. These are listed for two of the data sets in Table II. Measures obtained on the performance of prospective teachers and learning outcomes in pupils have already been described, and the descriptors of program characteristics to be investigated are left to the

individual staff member interested in testing particular program effects.

Using various combinations of the five data sets, a broad range of questions pertaining to teacher preparation and its effectiveness across time can be addressed. The simplest and most straightforward questions involve two data sets. Examples include:

- The relationship between teacher characteristics and teacher performance;
- The relationship between program characteristics and teacher performance;
- The relationship between teacher performance and the characteristics of the setting in which teaching occurs; and
- The relationship between teacher performance and pupil performance.

A more complex set of questions can be asked that involve three of the data sets. Examples include:

- The relationship between teacher characteristics and teacher performance, when variation in performance is controlled for variation in the setting in which teaching occurs;
- The relationship between program characteristics and teacher performance, when variation in performance is controlled for variation in teacher characteristics;
- The relationship between program characteristics and teacher performance, when variation in performance is controlled for variation in the setting in which teaching occurs;
- The relationship between performance and pupil outcomes, when variation in performance is controlled for variation in the setting in which teaching occurs; and
- The relationship between teacher performance and pupil outcomes when variation in performance is controlled for variation in teacher characteristics.

Finally, questions can be asked that involve four of the five data sets. The two most logical questions of this kind would probably be

- The relationship between program characteristics and teacher performance, when variation in performance is controlled for both variation in teacher and setting characteristics; and

Table 11. Measures of Teacher and Setting Characteristics Collected within the OCE-TR Paradigm for Research on Teacher Education

MEASURES OF TEACHER CHARACTERISTICS

Background Characteristics

- SES
- Birth Order
- Experiences with children

Physical Characteristics

- Sex
- Age
- Body type

Scholastic Ability

- College GPA
- SAT Scores
- Scores on the abstract-concrete thinking scale of the 16 PF test

Personality Characteristics

- Selected measures from the 16 PF test
- Selected measures from the Edwards Personal Preference Inventory
- Selected measures representing various combinations of 16 PF and Edwards scores

Attitudinal Characteristics

- Attitudes toward self
- Attitudes toward teaching in general
- Attitudes toward selected aspects of teaching

Preferred Learning Style And Cognitive Orientation

MEASURES OF SETTING CHARACTERISTICS

Characteristics of the School in Which Teaching Occurs

- Location
- Organization of space
- Organization of curriculum
- Organization of faculty

Characteristics of the Classroom in Which Teaching Occurs

- Number of pupils
- Pleasantness of surroundings
- Quality and availability of learning resources

Characteristics Of Pupils Taught

- Modal age
- Grade level
- Ratio of boys to girls
- Ratio of children with above average intelligence
- Ratio of children from above average socio-economic families
- Ratio of children from Caucasian parents
- Ratio of children with physical impairment
- Ratio of children with intellectual impairment
- Ratio of children with emotional impairment

- The relationship between teacher performance and pupil outcomes, when variation in performance is controlled for variation in teacher and setting characteristics.

In addition to questions that focus on the relationship between data sets, it is possible to raise questions about change in selected variables within sets. Change in teacher characteristics and teacher performance over a period of years, for example, would seem to be as important as many of the questions suggested above. Obtaining answers to such questions, of course, requires careful control for the effects of maturation and setting, but given the needed degree of control studies of change are as easily pursued within the OCE-TR paradigm as are studies of relationships.

Code books are being developed for each data set included in the paradigm. These will involve reasonably detailed descriptions of each of the measures included in each set, and data from quality assurance studies that speak to the level of confidence that can be placed in each measure.

Research Completed

As yet, few substantive research studies have been undertaken within the context of the elementary program at OCE. Quality assurance studies (see Table 8, p 48) have been a part of the program since its inception, and work that has been underway for a number of years on the measurement of attitudes toward teaching and the prediction of performance as a teacher on the basis of personality have been continued, but because of the time and energy demands of program development and the lack of stability in many of the measures called for in the paradigm governing research in the ETE program, substantive research up to now has been judged in most cases to be premature.

Beginning with this past year, however, (the second full year of program operation) a number of pilot and methodological studies have been undertaken. Alternative designs and measures have been field tested for the follow-up of graduates of the program; a series of preliminary studies have been completed on the ability to predict the competence of students as teachers under the conditions of extended (2-5 weeks) full responsibility teaching; and methodological studies have been initiated on the relationship between performance indicators and competence ratings, the nature of the learning outcomes student teachers attempt to bring about in pupils, the ways such outcomes are measured, and the confidence that can be placed in the measures. A "data book" has also been prepared that describes the measures used in the various studies undertaken, and summarizes the evidence available on each measure as to the confidence that can be placed in it. Reports of the various studies that have been done during the past year, as well as a copy of the data book, are available upon request to the College or the Teaching Research Division.

One additional study has been undertaken since implementing the new elementary program that is substantive in nature. This is a study that

compares teachers prepared at OCE under the new program and the old. On nearly all counts, so far as trustworthiness of measures are concerned, the study was premature. It had to be undertaken when it was, however, because access to students going through both the old and the new program could be obtained only when the program was in transition. The data collected in this study have not as yet been analyzed, but should be available in preliminary form by early 1976.

Research Planned for 1975-76

With the beginning of the 1975-76 academic year the demands of development will begin to decrease and measures of teaching competence will have reached a point of stability that permits them to be used for purposes of research. As a consequence, a reasonably ambitious program of research is being launched, but it is being launched with unusually modest funds (approximately $20,000) specifically earmarked for purposes of research. As a consequence, the coming year will afford a clear test of one of the central propositions underlying the new program, namely that high quality, highly useful research can be carried out within the context of a CBTE program at little cost -- provided the measures of teaching competence collected as part of normal program operation are of sufficient quality to permit their use in research.

In addition to the continuing series of quality assurance studies, three interdependent lines of substantive research are planned for the coming year. For lack of better descriptors, these have been labeled methodological studies, teacher effectiveness studies, and program effectiveness studies (the latter two sets of studies could as well be labeled, respectively, basic and applied studies or, as proposed by the research committee of the Consortium of CBE Centers, policy-oriented and practice-oriented studies). The focus of the various studies to be undertaken within each is outlined in Table 12.

Documentation Studies

Serious efforts are being made to describe the evolution of competency-based teacher preparation at OCE and in the state at large. This is being done for two reasons. The first has to do with a sense of history. CBTE represents a major development in teacher preparation in the United States, and its evolution within an institution and state should be recorded as fully and as accurately as possible. The second has to do with what might be helpful to others. The availability of well-documented "case studies" of CBTE efforts in states and institutions could have genuine utility to others who are attempting to implement such programs.

While it is recognized that each institution and state must make its own particular adaptation of CBTE, being able to draw upon the developmental histories of others in doing so could be of considerable help.

A number of documents have been produced that describe various

Table 12. Substantive Research Planned for the 1975-76 Academic Year

Methodological Studies

The continued development and refinement of instruments

- for assessing teaching competence
- for assessing attitudes toward self and teaching
- for assessing values that relate to teaching
- for assessing learning style and cognitive orientation
- for assessing the characteristics of settings in which teaching occurs

The refinement of procedures for the preparation and display of cost-benefit information

Teacher Effectiveness Studies

A search for predictors of performance in student teaching

- measures of performance in short-term full responsibility teaching
- traits and background characteristics
- characteristics of the setting in which teaching occurs

A search for predictors of performance in first-year teaching

- measures of performance in short-term full responsibility teaching
- measures of performance in extended full responsibility teaching
- traits and background characteristics
- characteristics of the setting in which teaching occurs

Program Effectiveness Studies

Continued program evaluation and adaptation studies (see PART III, Chapter 6)

Continued cost-benefit studies

A follow-up study on first year graduates of the program

- the success achieved as teachers
- the problems faced as teachers
- suggestions for program improvement

An analytic study of students who drop out of the program

- traits and background characteristics of students who leave the program
- reasons given for and circumstances that surround leaving

Pilot studies on the effects of selected program components

aspects of the elementary program at OCE. These are, in the order in which they have been prepared,

- Schalock, H. D.; Kersh, B. Y.; and Garrison, J. H. "From Commitment To Practice in Assessing the Outcomes of Teaching: A Case Study." In T. E. Andrews (Ed.) Assessment In Performance-Based Teacher Education. Albany, New York: Multi-State Consortium on Performance-Based Teacher Education, 1974.

- Schalock, H. D. "Notes on a Model of Assessment That Meets the Requirements of Competency Based Teacher Education". In R. W. Houston (Ed.) Exploring Competency Based Education, 1974.

- Albritton, R. A Case Study: The OCE Competency Based Elementary Teacher Education Program (the description of the program on which the AACTE Distinguished Achievement Award was based). Oregon College of Education, Monmouth, Oregon. 1973.

- Girod, G. R. and H. D. Schalock. The OCE-TR Computer Based System for Managing Field Performance Data. A paper to appear in the proceedings of a conference on Computer Managed Instruction, The University of Wisconsin, Madison, 1975. In press.

- Schalock, H. D. and G. R. Girod. The OCE-TR Paradigm for Research on Teacher Education. A paper to appear in the proceedings of a conference on Research And Evaluation In Ongoing Competency Based Teacher Education Programs, The University of Toledo, 1975. In press.

- Staff. The OCE-TR System for Assessing Competence as a Teacher in PRE-STUDENT TEACHING LABORATORY CONTEXTS. The Elementary Teacher Education Program, Oregon College of Education, Monmouth, Oregon. 1975. (Includes User Guide, assessment forms, and standards set for performance in Pre-Student Teaching Laboratory Contexts at OCE.)

- Staff. The OCE-TR System For Assessing Competence as a Teacher in STUDENT TEACHING CONTEXTS. The Elementary Teacher Education Program, Oregon College of Education, Monmouth, Oregon. 1975. (Includes User Guide, assessment forms, and standards set for performance in Student Teaching Contexts at OCE.)

- Staff. The Professional Preparation Of Elementary Teachers: A SYLLABUS For Pre-Student Teaching Learning Experiences. The Elementary Teacher Education Program, Oregon College of Education, Monmouth, Oregon. 1975.

Two documents have been produced that describe the Oregon translation of

CBTE principles into accreditation standards. These are:

- The Process Standards for Educational Personnel Development Programs prepared by the Oregon Teacher Standards and Practices Commission, 1973; and,

- An interpretive paper that spells out the implications of the proposed Process Standards for defining and assessing teaching competence (Schalock, 1973)

These and other products developed at the OCE-TR Center for Competency Based Education are described in a brochure that may be obtained by writing any of the authors of the present monograph. Information about how these various products can be obtained, and their costs, is contained in the brochure.

Two additional documentation efforts have been completed, one on CBTE in the state as a whole and one on CBTE in the Northwest. The state-wide study identifies in each teacher preparation institution all program elements that reflect features of the competency-based teacher education movement, and the extent of their development. The results of this study serve as a baseline against which to chart progress in CBTE in Oregon following the adoption of competency-based standards for program approval. A report of this study may be obtained by writing to either Dr. Richard Jones, Executive Director of the Oregon Teacher Standards and Practices Commission, or Dr. Del Schalock at the Teaching Research Division of the Oregon State System of Higher Education.

A set of "protocol" materials (filmstrips, cassette tapes, user guides) also have been prepared that document the development of competency-based teacher education within the Northwest. These materials are intended to present the basic concepts of competency-based teacher education, as interpreted in the particular model of CBTE, developed in the Northwest (the ComField model), and to document how those concepts have been implemented within the various states of the region. The titles of the materials produced in the series are:

1. Competency-Based Education: An Introduction
2. Competency-Based Teacher Education in the Northwest: Variations on a Theme
3. CBTE in Washington
4. CBTE at Western Washington State College
5. CBTE in Oregon
6. CBTE at Oregon College of Education
7. CBTE at the University of Idaho
8. CBTE at Idaho State University
9. CBTE in the Northwest: A First Look at Costs and Benefits

These may be either rented or purchased through the National Resource Dissemination Center, Faculty Office Building, Room 268, University of South Florida, Tampa, Florida, 33620.

PART V

COSTS, BENEFITS, AND RELATED CONSIDERATIONS

Introduction

The decision on the part of an institution to adopt a particular approach to teacher preparation, or to maintain a particular approach after it has been adopted, must rest on information about costs and benefits. Are funds available to meet costs? If one program costs more than another, can the greater costs be justified in terms of benefits received?

Teacher preparation programs typically have not operated on good information as to costs and benefits. Costs have tended to be reported in terms of student-faculty ratios, average student credit hours earned by faculty, or per student costs, determined largely by "making do" with institutionally established appropriations. Benefits by and large have been assumed.

With the emergence of competency-based teacher preparation programs, the need for better information about costs and benefits has been recognized. Do competency-based preparation programs actually cost more to operate than traditional programs as the literature suggests? If so, how much more, and what is it in their operation that causes the extra cost? Do the benefits claimed for such programs actually accrue? If they do, do they outweigh or counterbalance the costs? Are there negative consequences that accompany such programs that have not been anticipated, and, if there are, how do they weigh in the balance between costs and benefits?

It is information of this kind that is needed by states and institutions in deciding whether or not to enter the arena of competency-based teacher preparation, or in deciding to remain in that arena once it has been entered.

The purpose of this section of the monograph is to provide this kind of information as it has been established for the competency-based elementary teacher preparation program at OCE. Competency-based preparation programs differ from one institution to another, of course, as do means of determining costs, so information on the costs and benefits associated with the OCE program are not generalizable. Even so it should be of interest. Almost no information of this kind exists, and to the extent that other programs resemble the OCE program, or that states or institutions are thinking about implementing such programs, the information should be indicative, if not directly applicable.

Hopefully this is only the first of a long line of cost-benefit reports by a wide variety of institutions, for without good cost-benefit information, decision making about the design and operation of teacher preparation programs must necessarily be handicapped.

Records have been kept on costs associated with the competency-based

program at OCE from its beginning, and analyses have been made of both the positive and negative "short-term" consequences that accompany the program (long-term consequences can be determined only through follow-up research, and that is just now beginning). Accordingly, three kinds of information are reported in the pages that follow: information on costs; information on immediate benefits; and information on some unexpected negative consequences that accompany the program. These are reported separately, but after the separate reports, the authors made an effort to bring all three together to get a picture of the "cost-benefit" relationships that seem to exist for the program as a whole.

While this first effort at a cost-benefit analysis of an ongoing teacher preparation program is rather crude, it is hoped that it points the way to better analyses in the future. Somehow educational institutions must find ways to collect, analyze, and act upon better information as to the costs and benefits of their programs than they have had in the past. This is especially true for programs about which little is known as in teacher preparation programs that claim to be competency based.

Costs

The matter of cost is a major concern to institutions thinking of adopting a competency-based approach to teacher preparation. The view is widespread that CBTE programs are costly to develop and costly to operate once developed.

There is good reason for this view. Early cost estimates provided by the developers of the elementary models ranged from three million dollars for "start-up" costs (Florida State University) to as much as fifteen million dollars for development and implementation over a five year period of time (Oregon College of Education). Several years of experience in attempting to implement model-based programs has led to the reaffirmation of these initial estimates (Joyce, 1974).

In addition to high cost estimates for program development, data recently reported on the costs of operating CBTE programs once they have been installed add to the picture that competency-based programs are expensive. Hite (1974) has reported the cost of operating the competency-based teacher preparation program at Western Washington State College to be at least 50%, and perhaps as much as 100%, more than other preparation programs at WWSC.

If costs of this magnitude are found generally to operate in CBTE programs, the likelihood of their widespread implementation, even with the assistance of "statewide mandates", would seem to be limited.

In spite of the estimated 15 million dollars for full program implementation, faculty and administrators at OCE came to the opinion that many of the features of a ComField-based program could be implemented for far less money. They were also of the opinion that, once established, ways could be found to operate such a program to make it competitive in cost with existing programs.

After considerable discussion of how this might be done, a plan of implementation was worked out and set into motion (see pages 3-4). Two rules governed the effort as far as costs were concerned: (a) there would be minimal reliance on "outside" funds for purposes of program development; and (b) costs of operating the model-based program, once it had been developed, would not appreciably exceed the costs of operating the existing program.

Both of these conditions were judged to be essential for the maintenance, and thus the adoption, of the new program at OCE. Both were assumed to be essential for the maintenance of new programs in most other teacher preparation institutions.

Given the constraints under which the OCE program was developed, it should come as no surprise that program development and operation costs have been far less than expected on the basis of initial estimates and the reports of others. In part this can be accounted for by the fact that the college does not attend systematically, as yet, to instruction and assessment for purposes of knowledge and skill mastery (approximately one-half of the estimated 15 million dollars for program development at OCE were to be spent for this purpose). In part it can be accounted for by the fact that other developmental costs remain, and that the program has been in operation only three of the five years covered in the estimate.

Even with these considerations, however, it appears that full development and operation costs over a five-year period of time will not exceed 10 or 12 percent of the costs initially projected.[1]

In the pages that follow, cost information is reported for three broad categories of expenditure incurred in implementing the competency-based elementary teacher preparation program at OCE: costs associated with *developing* the program; costs associated with *operating* the program, including governance and adaptation costs as well as instructional costs; and costs associated with program related *research* and *documentation-dissemination* activities. Each category of cost is dealt with separately, and in the order listed.

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[1]The reader needs to remember that the "program" being referred to is only the professional year of the overall elementary teacher preparation program at OCE. Until this past year this has included 9 hours of credit for two consecutive terms (Educ. 361 and 362, Learning and Instruction in the Elementary School) and 15 hours of credit for one term (Educ. 413 and 407, Student Teaching and Student Teaching Seminar), or spread across three terms in the case of Intern Teaching. As of 1974-75 the professional year includes the above, plus an additional 3 hours of credit (Educ. 473) entitled "Identification of Learning Problems in the Classroom." During the professional year students enroll in an additional 6 to 15 hours of elective course credits that tend to complement the content of the courses listed above, but these courses are not treated for purposes of the present document as part of the "program" that is being costed. The content and organization of the professional year as a whole is shown schematically in Figure 3, p 13.

Program development costs, and program-related research-documentation-dissemination costs, are reported only in terms of actual dollars spent. The usual budget categories of personnel, equipment, services, supplies, maintenance, and overhead are used in reporting these data.

So that readers may find the measure of cost that is most meaningful to their own circumstances, several measures of cost are used in reporting expenditures associated with program operation. The measures reported include student-faculty ratios and credit hours earned as well as per student costs and total dollars spent. For each of these measures the costs involved in operating both the new and the previous elementary program at OCE are provided for comparative purposes.

The report concludes with a summary and projection of program related costs through 1978.

Costs Involved In Developing The New Program

In a sense, all costs incurred during the past three years have been program development costs. Monies spent on program governance, evaluation, documentation and research, for example, would not have been spent if the new program were not being implemented. Even monies spent in carrying out instruction during this time could be considered a developmental cost since elements of the new program were being field-tested and modified through their application.

Instead of taking this position, however, the decision was made to report as developmental costs only the costs associated with actual "hands-on" development of materials and procedures (costs involved in "field-testing" materials and procedures are treated as program operation costs). This seemed to be a more informative and ultimately a more beneficial way to proceed.

Using this restricted definition, developmental costs during the first three years of implementation have centered primarily on the creation of a competency acquisition-demonstration-assessment system, and upon the creation of a computer-based system for managing competency-assessment data. Some money has gone into the development of the instructional program that leads to knowledge and skill mastery, but it has been minimal. Specifically, development efforts during the past three years have produced:

- a system for supervising and assessing competence demonstration in lesson teaching, twice field-tested and revised;
- a system for supervising and assessing competence demonstration in short-term (2-5 days) full responsibility teaching, twice field-tested and revised;
- a system for supervising and assessing competence

demonstration in student teaching, once field-tested and revised;

- a system for assessing competence demonstration in first-year teachers, once field-tested and about to be revised;
- a system for collecting follow-up data on graduates of the OCE elementary preparation program, once field-tested and about to be revised;
- a computer-based system for managing competency assessment data, once field-tested and revised; and
- a syllabus that supports instruction in relation to knowledge and skill mastery in the new program, once field-tested and revised.

The actual costs associated with these various aspects of program development are summarized in Table 13. Persons wishing a further breakdown of the data reported in this Table are referred to Tables 1A and 1B in Appendix A.

It will be seen from the data reported in Table 13 that a total of only $72,163 has been spent at OCE over the past three years in out-and-out developmental activities, and that nearly half of this amount was spent during the initial or experimental year of the program. Developmental costs of this magnitude would seem to be manageable by most institutions (roughly the equivalent of one full-time faculty person and a secretary over a three-year period of time), and if OCE's experience can be taken as an example, have an unusually high payoff. (Institutions wishing to implement a supervisory-assessment system or a data management system that resembles those implemented at OCE would, of course, be free of many of the developmental costs OCE has incurred since the basic developmental work on those systems would already have been done.)

While much has been accomplished in the elementary program at OCE during the past three years, much remains to be done. The instruction-assessment system for knowledge and skill mastery needs a great deal of work (the extensive development of "instructional modules" at other institutions reduces the amount of basic developmental work that needs to be done in this regard, but does not eliminate it); the various pieces and parts of the supervision and assessment system for competence demonstration need to be further refined; and the assessment system needs to be extended to cover the demonstration of competence on the part of experienced teachers. The system for collecting follow-up data must also be extended and refined. Given the tasks that remain, it is anticipated that approximately $20,000 will be needed each year for another two or three years to complete the developmental activities projected for the professional year of the program.

Table 13. Costs Associated with PROGRAM DEVELOPMENT

Task	Personnel: OCE-TR[1] 1972-73[2]	OCE-TR[1] 1973-74	OCE-TR[1] 1974-75	School Supervisor-Admin.[4] 1972-73	School Supervisor-Admin.[4] 1973-1974	School Supervisor-Admin.[4] 1974-75	Equipment, Services, Supplies, Overhead[5] 1972-73	Equipment, Services, Supplies, Overhead[5] 1973-74	Equipment, Services, Supplies, Overhead[5] 1974-75	TOTAL
Instruction for knowledge and skill mastery	$ 2,500	$ 45[3]	$ 625	NA	NA	NA	$ 1,050	$ 18	$ 250	$ 4,488
Instruction for competence acquisition and demonstration	15,000	8,100	7,900	NA	NA	NA	6,350	4,200	3,160	44,710
Managing competency assessment data and assuring its quality	6,000	3,100	6,525	NA	NA	NA	2,750	1,980	2,610	22,965
TOTAL	$23,500	$11,245	$ 050	NA	NA	NA	$10,150	$ 6,198	$ 6,020	$72,163

[1] Includes faculty, administrators, secretaries, and work-study students. All calculations involving OCE faculty are based on an average 9-month salary of $15,000. This figure has been used in each of the reporting years to reduce fluctuations in dollar amounts due to salary increases.

[2] This was the "experimental" year of the program. It involved only 43 students for two terms. Each subsequent year has involved between 250 and 300 students per term. Extra resources made available strictly for DEVELOPMENT during 1972-73 included .50 FTE for two terms from the OCE instructional faculty; .75 FTE for two terms from the Teaching Research faculty; .25 FTE for two terms by the OCE Dean of Faculty; .75 FTE for two terms of a secretary; and $750 for services and supplies.

[3] An added work-study student at 15 hours per week for one term.

[4] School personnel contributed to the development of the program but largely in an advisory, policy setting capacity. Accordingly, costs associated with their contribution to development are reported as part of PROGRAM OPERATION costs.

[5] Overhead for each reporting year has been figured at the rate of forty percent of personnel costs.

Costs Involved In Operating The New Program

In contrast to the relatively narrow definition adopted for program development costs, program operation costs have been defined quite broadly. As used in this report program operation costs refer to the resources required to (a) actually carry out the instruction and assessment activities called for in the new program, (b) manage and govern the program, (c) evaluate it, and (d) modify it as much as necessary to make it functional as it is being implemented (major modifications have been treated as program development costs). Costs incurred in carrying out each of these various functions are presented in Table 17, p 89.

Before reviewing these data, two "general indicators" of cost can be examined that are widely relied on by college faculty and administrators in assessing the expenditures associated with an educational program. These are student-faculty ratios and student credit hours earned. While these measures are at best only general indicators of the actual cost of an educational program they are so widely used and they relate so directly to the resources received by public supported colleges that they need to be considered. Data on student-faculty ratios in the old and new elementary programs at OCE are reported in Table 14. Data on credit hours earned by faculty teaching in the old and new programs are reported in Table 15.[1]

As evident from these data both student-faculty ratios and student credit hours earned by faculty in the old and new program are comparable. This means, operationally, that the added instruction and supervision burdens imposed by the new program have been incorporated into the teaching loads of faculty in a way that permits essentially the same number of students to be carried by faculty in the new program as in the old, and essentially the same number of student credit hours to be earned by faculty in the new program as in the old.

Table 14. Student-Faculty Ratios in the Old and New Programs[1a]

PRE-CBTE PROGRAM		CBTE PROGRAM	
1970-71	1971-72	1973-74	1974-75
16:1	15:1	15:1	16:1

1a FTE students per FTE faculty. Data reported are from Fall terms only.

[1]The student-faculty ratios and credit-hour earnings reported in Tables 14 and 15 reflect the full-time equivalent loads of faculty and students.

Table 15. Average Student Credit Hours Earned by Faculty Teaching in the Old and New Programs[1b]

PRE-CBTE PROGRAM		CBTE PROGRAM	
1970-71	1971-72	1973-74	1974-75
245	227	221	245

1b Total student credit hours divided by FTE faculty. Data reported are for Fall terms only.

These are encouraging data for they suggest that the costs of operating the new and old programs are roughly equivalent.

Student-faculty ratios and student credit hours earned are only part of the story, however, and it turns out that as a partial story they are somewhat misleading. By looking at actual dollars spent it will be seen that operating costs in the new program have indeed increased. As evident from Table 17, and summary Table 16, expenses incurred in 1973-74 were essentially equal to the expenses incurred in 1970-71 when fewer students were involved, and expenses incurred in 1974-75 were approximately $100,000 greater than in 1970-71 when essentially the same number of students were involved. Even more telling is the average per student cost in the new and old programs. Using 1970-71 and 1971-72 as the base for

Table 16. A Summary Of Costs Involved In Operating The Old And New Programs

PRE-CBTE PROGRAM		CBTE PROGRAM	
1970-71	1971-72	1973-74	1974-75
$363,765	$391,000	$360,905	$450,075
Student headcount:275	Student headcount:300	Student headcount:240	Student headcount:270
Per Student Cost	Per Student Cost	Per Student Cost	Per Student Cost
$1,323	$1,303	$1,504	$1,667
Average per student cost per year: $1,313		Average per student cost per year: $1,590	

comparison, the average per student cost of the new program over the past two years has exceeded the average per student cost of the old program by

$277 per year ($1,590 vs. $1,313).

More importantly, since it is a figure that is a better estimate of per student costs anticipated for the future, the average per student cost during 1974-75 exceeded the average per student cost of the old program by $354 ($1,667 vs. $1,313).[1]

Taken at face value these data tell quite a different story than the data cited earlier on student-faculty ratios and credit hours earned. Instead of the new and old programs having essentially the same cost, the new program appears to be a great deal more expensive. Like the earlier data, however, cost information at this level of generality can also be misleading. It also has limited utility. It does not indicate, for example, where the added costs come from or how they are being borne. Without such information it is difficult to judge whether costs are reasonable or unreasonable, and impossible to determine how they might be controlled or reduced with known effects.

Care must be taken to include information of this kind when reporting cost data for it is only when information on costs is reported at this level of detail that it is any more useful than data on student-faculty ratios and credit hours earned.

As evident from Table 17, the major source of add-on cost to the new program is in the area of competence acquisition, demonstration, and assessment in field settings. This aspect of the new program costs both the college and participating school districts nearly twice as much as it did in the previous program ($97,500 this past year for the college versus $53,625 in 1971-72; $145,800 this past year for cooperating schools versus $90,000 in 1971-72), and as such accounts for most of the increased costs of the new program.

Actually, this comes as no surprise since it was precisely the kind of change that is reflected in these costs that was desired most for the new program, and resources have been allocated accordingly. As indicated in Summary Table 18 the average per student cost increase to the college has been $62. This has been accomplished by decreasing instructional costs for knowledge and skill mastery (see Table 17, p 89), resulting in a "balance" of add-on costs to the college alone of approximately $15,000 per year.

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[1]These per student cost estimates may be slightly inflated for both the new and old programs. They were made by dividing the estimated total cost of operating the professional year of the program by the number of students enrolled in the professional sequence courses within the professional year. Students taught by faculty of the Elementary Division who were not enrolled in the professional sequence courses are not taken into account in this calculation. The number of students, however, is relatively small so the inflation should not be great.

Table 17. Costs Associated with PROGRAM OPERATION

Task	Personnel: OCE-TR[1] 1970-71[2]	1971-72[2]	1973-74[2]	1974-75[2]	School Supervisors-Administrators 1970-71	1971-72	1973-74	1974-75	Equipment, Services Supplies, Overhead 1970-71	1971-72	1973-74	1974-75
Instruction for knowledge and skill mastery	$140,675	$151,875	$ 75,700	$ 97,625	NA	NA	NA	NA	$64,594[4]	$69,750[4]	$37,480[4]	$ 47,150[4]
Instruction for competence acquisition and demonstration	46,825	50,625	75,575	97,500	84,900[3]	90,000[3]	118,800[3]	145,800[3]	26,770[5]	28,750[5]	37,830[5]	47,050[5]
Managing competency assessment data and assuring its quality	NA	NA	3,650	2,125	NA	NA	NA	NA	NA	NA	2,400	1,850
Program governance and management[6]	NC	NC	NC	NC	NC	NC	NC	NC	NC	NC	NC	NC
Program evaluation and adaptation[7]	NC	NC	6,250	5,725	NC	NC	NC	NC	NC	NC	3,220	5,290
TOTAL	$187,500	$202,500	$161,175	$202,975	$84,900	$90,000	$118,800	$145,800	$91,365	$98,500	$80,930	$101,340

[1]Includes faculty, administrators, secretaries, and work-study students. All calculations involving OCE faculty are based on an average 9-month salary of $15,000. This figure was used in each of the reporting years to reduce fluctuations in dollar amounts due to salary increases.

[2]Approximately 12.5 full time equivalent faculty serve approximately 275 students each term in the professional year of the program during 1970-71; approximately 13.5 faculty served approximately 300 students each term in 1971-72; approximately 10.5 faculty served approximately 240 students each term in 1973-74 (the first year of the new proposal); and approximately 13.0 faculty served approximately 270 students each term in 1974-75. In the old program approximately 3/4 of the faculty's energy was directed to teaching for knowledge and skill mastery and 1/4 to competence acquisition and demonstration. In the new program energy is directed about equally to these two functions.

[3]Based on an estimated average number of hours spent supervising clinical and practicum students in the elementary preparation program at $6 per hour. Hours spent in supervision have been calculated on the basis of an average of .5 hours each week with clinical students and 3 hours each week with student teachers and interns in the old program (1970-71 and 1971-72): an average of 1.5 hours each week with clinical students and four hours each week with student teachers and interns in the first year of the new program (1973-74); and an average of 2.5 hours each week with clinical students and 4 hours each week with student teachers and interns during the second year of the new program (1974-75). For more detailed information about cooperating school costs, and for benefits returned by the college to supervising teachers, see Tables 2A and 2B in Appendix A.

[4]Based on an estimated $15 per student cost for clinical students (calculated at 2/3 of the students cited each year in budget note 2 above), and an overhead cost calculated at 40 percent of OCE-TR personnel costs.

[5]Based on an estimated $15 per student cost for student teachers and interns (calculated at 1/3 of the students cited each year in budget note 2 above), an overhead cost calculated at 40 percent of OCE-TR personnel costs, and $4,000 per year in travel and per diem costs for college supervisors.

[6]Includes a weekly 2-hour faculty meeting, a weekly 2-hour division heads meeting, periodic meetings of the college-wide Teacher Education Committee and Teacher Education Advisory Committee, periodic faculty retreats and periodic meetings with school supervisors for purposes of inservice, as well as time involved in preparation for all of the above. Costs involved are included in overhead charges to the program.

[7]Includes a weekly 2-hour staff meeting, meetings once a term with students and school supervisors, a Design Seminar each Spring Term with college and school supervisors, students and assessment staff, and an annual College Planning Exercise (CPX). Service costs include $500 for computer rental in 1974-75

Table 18. A Summary of New and Old Program Costs to the College and to Participating Schools

	PRE-CBTE PROGRAM AVERAGE YEARLY COST (1970-71:275 students; 1971-72:300 students)	CBTE PROGRAM AVERAGE YEARLY COST (1973-74:240 students; 1974-75:270 students)
COLLEGE	$289,933	$273,210
SCHOOLS	$ 87,450	$117,300
AVERAGE PER STUDENT COST TO THE COLLEGE		
COLLEGE	$1,009	$1,071
SCHOOLS	$ 305	$ 468

Considering the fact that the new program costs $15,000 or so each year for data management and program evaluation activities that were not a part of the previous program, the overall instructional costs for the new program, at least so far as the college is concerned, are essentially the same as in the previous program.

Before discussing some of the implications of these data, it might be helpful to summarize the information that so far has been presented:

- student-faculty ratios and average student credit hours earned by faculty in the new program are comparable to those earned in the old program;
- the average per student cost of the new program *to the college and to the public schools combined* exceeds the per student cost of the old program by at least $275, and in the years ahead probably by as much as $350;
- the major source of add-on cost to the new program is in support of competence acquisition, demonstration, and assessment in school settings ($97,500 this past year for the college versus $50,625 in 1971-72; $145,800 this past year for cooperating schools vs. $90,000 in 1971-72);
- a further add-on cost to the new program is for support of program evaluation-adaptation activities (approximately $7,500 per year), and data reduction-management activities (approximately $7,500 per year, including computer rental costs);

- considering both sources of add-on costs, the average per student cost of the new program *to the college* exceeds the per student cost of the old program by $62 ($1,071 vs. $1,009);

- the added cost of the new program to the college of $62 per student is accounted for by a reduction of resources for knowledge and skill mastery (essentially campus-based instruction) equivalent to the increase of resources for competency acquisition, demonstration, and assessment, leaving the added cost due largely to the increased costs of program evaluation and data management (in the old program approximately 3/4 of the resources allocated to instruction were directed to knowledge and skill mastery, with 1/4 directed to supervision and assessment in field settings; in the new program the split is about 50-50);

- the average per student cost of the new program *to cooperating schools* exceeds the per student cost of the old program by $163 ($468 vs. $305).

The added cost of the new program to cooperating schools is accounted for by the increased time spent by cooperating teachers in supervision and assessment activities (school supervisors spend an average of 2 1/2 hours per week supervising clinical students in the new program and an average of 4 hours per week supervising student teachers; in the previous program they spent, on the average, less than half this time).

Three conclusions seem clear from these data. First, the cost of the new program to the college does not greatly exceed the cost of the previous program (approximately $15,000 per year, given a comparable number of students). Second, the cost of the new program to the cooperating schools is considerably greater than the previous program ($145,800 this past year vs. $90,000 in 1970-71). The formula used in calculating school contribution to the program is detailed in budget note 3, Table 17, and budget notes 2 and 3 in Tables 2A and 2B in Appendix A.

A number of issues are raised by these data that can be dealt with fully only after relating costs to the benefits that are derived from the program, but it seems appropriate to at least recognize them at this point. There are two that are of critical importance, and a number of others that are of sufficient importance that they must be resolved within the next year or so. The critical issues are:

- How long will cooperating schools be willing or able to subsidize the program to the extent they are now subsidizing it?

- To what extent is the quality of the program threatened by reducing instructional resources for knowledge and skill mastery in campus-based instruction and redirecting them to competency acquisition, demonstration, and assessment in

school settings?

Other issues that must be resolved, and they are issues closely related to those just listed, are:

- How much time need students be in the schools, on the average each week, to acquire and demonstrate the level of teaching competence now demanded of them?

- Is the level of teaching competence now demanded of students in the program realistic, or would some of the competencies students are now asked to demonstrate prior to certification best be demonstrated in the first year of full responsibility teaching?

- Do the data management and program evaluation activities currently supported in the program have sufficient payoff to warrant their continuation?

- What are the data management and evaluation needs of the program as it matures?

Rather obviously, these are issues that will involve human and political considerations in their resolution as well as considerations that are substantive, technical, and economic. The analysis of the positive and negative consequences of the program help pinpoint what many of these considerations must be.

One other aspect of program operation that has not as yet been discussed from the point of view of cost is that of program governance and management. As seen in Table 17, p 89, no costs have been assigned to these functions.

This decision was based on three arguments. First, the program has not changed radically in relation to its governance and management procedures and, as a consequence, significant changes in the cost of these procedures has not occurred. Consortium-like relationships have existed between OCE and its cooperating schools for many years, and though these have been made a bit more formal in the new program, and operate a bit more regularly, they have not resulted in significant changes in cost. A second argument for not assigning costs to these two functions is that overhead costs (calculated at 40 percent of personnel costs) are designed to cover among other things cost of program management and governance. A third argument is that the majority of governance functions are in fact either contributed by school personnel and lay advisors to the college, or are expected to be contributed by members of the college faculty as part of their assigned responsibilities.

If the college and its cooperating schools move to a formal (contractual) consortium arrangement it may be that governance and management costs will increase. If this happens, they will be treated accordingly

in subsequent cost analyses.

Costs Involved in Conducting Research on the New Program

As indicated in discussing the program as a context for research in education and teacher education (see pp 68 to 70), research related activities thus far have been designed primarily as "ground laying" activities for research that is to come. Quality assurance studies have been carried out since the beginning of the program on the competence measures obtained for students. Other measures needed for the research program that has been designed have been developed and tested, for example, measures of attitudes toward teaching, and a few experimental studies have been carried out at an exploratory level. This past year attention also has been given to developing the methodology to be used in follow-up studies of graduates of the program. Beyond these activities, however, energy has been directed only to the identification of categories of data to be collected for purposes of long-term research, the design of the research studies to be implemented, and the organization of the program generally as a context for research.

Even though these activities have not been of major proportions and have been essentially preparatory in nature, they have consumed resources. An accounting of the costs involved in these various activities is provided in Table 19.

Although research costs are never expected to be high in the program (most of the data required for the research anticipated will be collected as part of ongoing program operations, and thereby of relatively low cost), research related costs will increase in the years ahead. Costs of data reduction, summarization, storage, retrieval, and analysis will always be present. So too will the costs of preparing research reports, designing new studies, and assuring that the data collected as part of program operation are of a quality that permits them to be used as research.

However, in all likelihood the major research-related cost will be the collection and processing of follow-up data on graduates of the program. The design of the follow-up study calls for a 20 percent sample of each year's graduates to be followed for a five year period of time, and then again during the 8th and 11th year of teaching. It will be recalled also (see pp 76 to 77) that the *1st*, *3rd* and *5th* year of the follow-up is to involve on-site visitations, which increase the cost of the research effort immensely. The concensus of those who helped design the study, however, and the results of the pilot test of the methodology this past year, suggest the added cost is more than made up for in quality of returns.

As planned now the resources needed to cover the research costs associated with the program will be shared by the College, the Teaching Research Division of the Oregon State System of Higher Education (since TR has the responsibility of conducting a continuing program of research on teaching and teacher education within the State System of Higher Education), and agencies such as the NIE from whom resources for research can

Table 19. Costs Associated with PROGRAM RELATED RESEARCH

Task	Personnel OCE-TR 1972-73[2]	OCE-TR 1973-74	OCE-TR 1974-75	School Supervisor-Admin.[3] 1972-73	School Supervisor-Admin.[3] 1973-74	School Supervisor-Admin.[3] 1974-75	Equipment, Services Supplies, Overhead[4] 1972-73	Equipment, Services Supplies, Overhead[4] 1973-74	Equipment, Services Supplies, Overhead[4] 1974-75	TOTAL
Quality assurance studies	$1,200	$1,825	$2,825	NA	NA	NA	$980	$ 930	$2,330	$10,090
Methodological studies	-0-	2,600	-0-	NA	NA	NA	-0-	1,140	-0-	3,740
Practice-oriented and basic research studies	-0-	3,100	-0-	NA	NA	NA	-0-	1,420	-0-	4,520
Follow-up studies	-0-	-0-	5,600	NA	NA	NA	-0-	-0-	3,240	8,840
TOTAL	$1,200	$7,525	$8,425	NA	NA	NA	$980	$3,490	$5,570	$27,190

[1]All FTE and dollar entries are approximations.

[2]Entries in this column are a bit misleading for in one way or another all faculty are involved in all research activities relating to the program. All are involved either in planning or approving proposed studies; all are involved in collecting the basic data to be used in approved studies (the data on competence demonstration); and all have an opportunity to be involved in reporting the data that come from approved studies. Except for .25 FTE for one term, however, no time has been released specifically for research.

[3]Entries in this column also are misleading in that data on competency demonstration from school supervisors also are used in many research efforts sponsored by the program. School supervisors have not as yet, however, been involved in the planning, execution, or reporting of specific projects.

[4]Includes computer rental costs and overhead; overhead for each reporting year has been figured at the rate of forty percent of personnel costs.

be obtained.

Costs Involved in Documenting and Disseminating Information about the New Program

Because OCE is identified as a Center in the National Consortium of Centers for Competency-Based Education, there has been an obligation to document the development and operation of the elementary program at OCE as fully as possible, and to disseminate information about the program as widely as possible. As a consequence considerable time and energy have been given to the documentation-dissemination function (see pp 78-79 for a bibliography describing the program and products produced by the program), and costs have been incurred accordingly. Table 20 summarizes these costs for the past three years.

So long as OCE continues to function as a national center for competency-based education, or so long as it continues to function as a demonstration site for competency-based teacher education in Oregon and the Northwest, the documentation-dissemination function will continue. As the program matures, however, it is anticipated that this function will be taken over more and more by the reporting of research findings on teacher and program effectiveness, but for the foreseeable future some resources will need to be channeled on a continuing basis to the documentation of the program and to the dissemination of information about it. As in the case of research, it is anticipated that the costs of both these functions will be shared by the college and the Teaching Research Division, Oregon State System of Higher Education.

A Summary and Projection of Program Related Costs

Table 21 summarizes all of the data on costs associated with the new program that have been reported in the previous pages. From these data it will be seen that less than one million dollars has been spent thus far in implementing the program, and that sum includes the cost of operating the program for all elementary students in the college for the past two years. Assuming a rate of expenditure of approximately one-half million dollars per year for the next two years, which is a slightly inflated estimate given the information that is presently available, less than 1.5 million dollars will have been spent on the program at the end of 5 years to do for all intents and purposes what had been expected to cost 15 million dollars. Figure 7 summarizes cost projections for the continued evolution and operation of the program through 1977-78.

Table 20. Costs Associated with DOCUMENTATION and DISSEMINATION OF INFORMATION about the New Program[1]

Task	Personnel: OCE-TR 1972-73	OCE-TR 1973-74	OCE-TR 1974-75	School Supervisor-Admin. 1972-73	School Supervisor-Admin. 1973-74	School Supervisor-Admin. 1974-75	Equipment, Services, Supplies, Overhead[2] 1972-73	1973-74	1974-75	TOTAL
Documentation (includes the preparation of program descriptions, the packaging of materials/procedures used in program operation, the preparation of "case studies" in program development, etc.)	-0-	$6,325	$3,725	NA	NA	NA	-0-	$3,030	$1,990	$15,070
Dissemination (includes the reproduction of materials for distribution, time spent in local and regional conferences, time spent with visitors to the program, etc.)	-0-	1,700	1,800	NA	NA	NA	-0-	1,040	1,220	5,760
TOTAL	-0-	$8,025	$5,525	NA	NA	NA	-0-	$4,070	$3,210	$20,830

[1]All FTE and dollar entries are approximations.

[2]Overhead for each reporting year has been figured at the rate of forty percent of personnel costs.

Table 21. A Summary of Costs Incurred during the First Three Years of Program Implementation

	Development Costs	Operation Costs	Research Costs	Documentation-Dissemination Costs	TOTAL
1972-73 (start up:45 students for 2 terms)	$33,650	$ NA	$ 2,180	$ -0-	$ 35,830
1973-74 (first year of full operation: an average of 240 students per term)	17,443	360,905	11,015	12,195	401,558
1974-75 (an average of 270 students per term)	21,000	450,075	13,795	8,735	493,675
TOTAL	$72,163	$810,980	$26,990	$20,930	$931,063

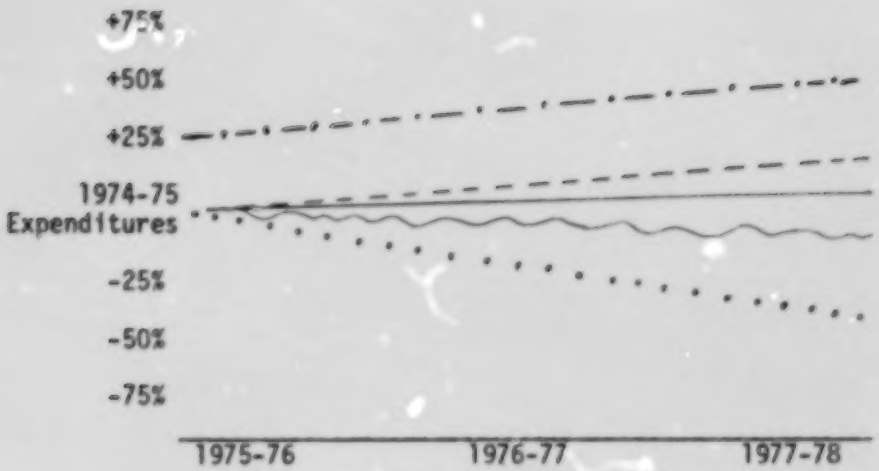

FIG. 7. Projected costs for the continued evaluation and operation of the competency-based elementary teacher preparation program at OCE, using 1974-75 expenditures as a baseline.

Development .....
Operation ——
Mgt., Govern. — — —
Research — . — . —
Documentation-Dissemination ~~~

Given the costs anticipated for the program in the coming years, including further development costs as well as continued research and documentation costs, what is the average cost per student likely to be? Using the full costs incurred during 1974-75 as the best estimate in this regard, a near estimate of per student cost is around $1,800. (See summary Table 22.) This is considerably above the estimated $1,669 per student cost to the college and cooperating school districts combined, sans development, research, and documentation-dissemination activities.

Table 22. A Summary of Estimates of Per Student Cost for the Elementary Teacher Preparation Program at OCE in the Years Ahead

Estimated Per Student Cost When Research, Development And Documentation-Dissemination Functions Are Included	Estimated Per Student Cost When The R, D & D-D Functions Are Not Included
$1,828	$1,669

Since it is anticipated, however, that the R, D & D-D functions associated with the program will be subsidized at least in part through outside grant monies and the Teaching Research Division in much the same way that the field-based portions of the program are now subsidized by the public schools, it is unlikely that the per student cost to the college will exceed by very much the $1,669 base cost estimate.

Assuming the data that have been presented to be reasonably accurate and complete, the competency-based elementary program at OCE does not appear to be prohibitively expensive. Given a 1973-75 budget figure of $1,358 per upper division student for state colleges and universities, the program actually appears to be a bargain. This is especially so when one considers the fact that it is a program that serves the purposes of research and demonstration as well as instruction.

Short-Term Benefits

It is clear from the previous analysis that the added costs of the new program come largely from its increased emphasis on competency demonstration and assessment in ongoing school settings, and its design as a context for research and evaluation. The highly personalized aspects of the program, and the emphasis on understanding self as teacher, are costly but no more so than in the previous program. At this point, therefore, the critical question as far as costs and benefits are concerned is whether the benefits received from the aspects of the program that increase its cost justify the costs involved.

If they do, and if the institutions and agencies supporting the elementary program can continue to finance it, it probably should be maintained. If benefits do not seem to warrant costs, however, or if the institutions and agencies supporting the program are unable to meet the costs, then the program obviously should not be maintained in its present form.

The purpose of this section of the monograph is to describe the benefits that seem to accrue from the new program in its present form. Since the program has been in operation for only two years, these must be viewed essentially as short-term or "immediate" benefits. A number of long-term benefits are anticipated from the program, and must be taken into account when weighing cost and benefit information generally, but these are several years away. Some of the long-term benefits anticipated are outlined in the next section of the monograph.

As used in the pages that follow, benefits are considered to be "...anything contributing to an improvement in condition; advantage" (Webster's New World Dictionary, College Edition, 1968). Using this definition, it turns out that the matter of benefits becomes a matter of "benefits for whom?" As it now stands, for example, the benefits of the program for students are clearly different from those for college faculty and school supervisors, and the benefits for OCE as an institution are clearly different from those for the various schools involved. In keeping with these differences, the benefits associated with the program are discussed in the following pages according to the category of persons receiving them.

In reading the benefits listed it is important to understand they represent the concensus of only two senior faculty members from the elementary division, the research professor who has worked with the program from its inception and the Dean of Faculty. They have been reviewed by other faculty members, and they have been identified by and large through informal discussions with faculty members, students and cooperating school personnel, but they have not been verified systematically by all program participants or by others for whom benefits seem to accrue. The next round of benefits analysis will utilize this initial listing as a basis for securing such information.

Benefits To Students

There seem to be two benefits to students that stand out above all others in importance. These are:

1. The opportunity to demonstrate clearly to oneself and others one's competence as a prospective teacher; and

2. In light of this opportunity to have a reasonably solid basis for knowing whether one should continue in the profession of teaching or search elsewhere for one's life work.

While these are very general benefits they are nevertheless real, and they are critical in the lives of students who are planning to become teachers.

A number of other benefits accrue to students from the program in its present form. These include:

3. A better opportunity to clarify one's concept of self as teacher, and to find help in articulating self with teaching styles, preferences, abilities, and the like;

4. Greater clarity as to what is expected by way of competence for entry to student teaching and recommendation to certification;

5. Greater clarity as to the role and function of supervisors and to the focus and function of conferences with supervisors;

6. An opportunity to "validate" as well as practice and integrate the knowledge and skills learned in course work pertaining to teaching;

7. Clear cut, unambiguous evidence to show prospective employers about one's competence as a prospective teacher;

8. Familiarity with a model of instruction and assessment

that corresponds to what is being required increasingly of teachers in Oregon; and

9. An opportunity to engage as an equal with teachers and college faculty in reviewing the program and recommending changes in it.

Taken on the whole, these represent sizeable benefits to students, and if no other considerations were involved would probably justify in and of themselves the added program costs associated with program related research and the systematic demonstration and assessment of students' competence. Obviously other considerations must be taken into account in deciding whether to maintain or modify the program, but from the point of view of the student, there is much to be gained from the new program.[1]

Benefits To School Supervisors

There are several immediate benefits to teachers working as school supervisors in the program. Chief among these are increased clarity as to what is expected of students who are to be supervised, and increased clarity as to the focus and function of the supervision process. These are seen by essentially all school supervisors as definite advantages over the previous program.

Clarity about these two matters lets a number of additional benefits emerge, for example, a clear focus on and purpose for interacting with students; a much clearer basis for recommending that students continue in the preparation program, or be granted certification; and greater confidence in the quality of teachers who graduate from OCE. Some teachers even find value for their own teaching through their work as supervisors in the program.

Whether such benefits can continue to outweigh the added demands on school supervisors in the new program and how these benefits weigh into the overall cost-benefit equation are still to be determined. It is clear, however, that school supervisors are finding numerous benefits in the program in its present form.

Benefits To College Faculty/Supervisors

In many ways the benefits of the new program to college supervisors parallel the benefits to school supervisors, but because of the central role college faculty play in recommending for certification, the benefits are of even greater magnitude. The heavy emphasis within the program on competency demonstration and assessment provides faculty with a firmer

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[1]One of the factors that increases the complexity of benefits analysis is the reality that something which gives a benefit almost always has a negative consequence as well. In the section of the monograph entitled "Some Unanticipated Consequences", the negative side of the benefits listed here are described.

basis for recommending certification than in the previous program.

In addition to this overarching benefit, a number of other benefits assume importance:

1. The competency demonstration and assessment system provides an unusually valuable tool for supervision and feedback;

2. The emphasis on identifying and adapting self as teacher, and the manner in which the program has been structured to accommodate differences in teachers and settings, enables faculty to carry out and assess the effects of instruction in a manner that is consistent with the preferences of students and the demands of settings;

3. The opportunity to view the performance of students as teachers in ongoing school settings provides an immediate check on the effectiveness or completeness of instruction in courses pertaining to teaching; and

4. The feedback to college and school supervisors on patterns reflected in their ratings of competence (via continuing quality assurance studies) provides an opportunity for them to modify their rating patterns if there is need to do so.

As in the case of students and school supervisors, it is unclear whether these benefits warrant the resources required to get them, but taken in and of themselves, they represent a clear set of improvements over the preceding program.

There is also a negative side to most if not all of the benefits listed for college faculty, and it is possible that over the long-term these will outweigh the benefits gained. With each passing year, however, some progress has been made in reducing the negative consequences of the program and increasing its benefits. As a result, there is increasing commitment on the part of elementary faculty to the program.

Benefits To College Administrators

Administrators at the college also receive a number of immediate benefits from the program as it now exists. While these may not be as dramatic as some of the benefits that accrue to students and faculty, they are nevertheless important to the overall management of a teacher preparation program. Some of the more obvious benefits to administrators include:

1. More information about what goes on within the elementary preparation program, what comes out of it, the costs involved, etc.;

2. The knowledge that the recommendations made by faculty for certification are based on performance standards;

3. The ability to make decisions about the program on the basis of cost and benefit information;

4. The knowledge that, in time, firm evidence will be available on the effectiveness of the program and its graduates;

5. The assurance that the program is responsive to and supported by students, faculty, participating school personnel, the bargaining agencies for participating school districts, etc.

Whether such benefits offset the negative consequences of the program for administrators, or whether they justify the added costs involved, is still an open question.

Benefits to the Broader Education Community, That Is, Teachers in Schools Generally, the State Department of Education, and the Oregon Education Association

The immediate benefits of the program to the education community as a whole are less obvious then they are to participants in the program or to the teacher education community. There are nevertheless some immediate benefits, and they are worth mentioning. They include:

1. The provision of a model by which to assess the competence of experienced as well as beginning teachers (schools in Oregon are required to assess the performance of teachers yearly);

2. The preparation of teachers having demonstrated levels of competence;

3. The preparation of teachers who are familiar with the concepts and principles of schooling now being demanded of teachers in Oregon (through the adoption of the new Minimum Standards for Elementary and Secondary Schools);

4. The provision of a model of instruction and assessment that can be adapted for use by schools in their efforts to comply with the new Minimum Standards.

Evidence from three statewide reviews of the program suggests that the broader education community recognizes these benefits.

Benefits to the Broader Teacher Education Community, That Is, to OCE as a Whole, to Other Teacher Education Preparation Institutions in the State, and to the Teacher Standards and Practices Commission

The broader teacher education community in Oregon also enjoys a number of benefits from the program, though needless to say they are not always perceived as such. As students of institutional dynamics and change know, the existence of a "model" program is always seen as a mixed blessing. While it represents a valuable source for change, it also represents a potential threat and source of antagonism.

Be this as it may, there is evidence that the program is being looked upon increasingly by others at OCE and by the teacher education community in the state generally as a benefit instead of a liability. For example, there is an increasing tendency to look to the program for materials and procedures that are transportable. When long-term benefits can be added to the picture, it seems reasonable to assume that most teacher educators in the state will judge the OCE program favorably.

The evidence as to benefits outside Oregon is less equivocal. Even in terms of short-term benefits the program would in all likelihood be judged by a national audience as cost-effective. The program is widely known throughout the United States; it seems to be highly regarded. It has had major influence on thinking about competency-based education and teacher education, for example, the distinctions made within the program between competence as such and the knowledges and skills assumed to be needed to be competent, and the insistence that pupil outcomes be looked to as evidence of competence. The OCE-TR system for assessing competence in ongoing school settings is seen as a major contribution to the field; and the procedures established to insure quality in ratings of competence is new to the arena of teacher education. Finally, the design of the program as a context for research that combines the elements of low cost and high external validity stands to add significantly to the tested knowledge about teacher education as well as to serve as a model to other small colleges who wish to do research. When the long-term benefits anticipated for the program are added, it is highly probable that a national audience will judge the program to be an unusual bargain so far as costs and benefits are concerned.

Long-Term Benefits

While the immediate benefits that derive from the program are considerable, the cost-benefit equation must also take into account long-term benefits. As now perceived these will come essentially from research made possible by the program and will consist of:

1. Evidence as to the effectiveness of teachers graduating from the OCE elementary program, especially their effectiveness in bringing about desired learning outcomes in children;

2. Evidence as to the effectiveness of alternative program practices and procedures and their costs;

3. Evidence as to factors related to success in teaching and factors related to the ability to predict success in teaching.

These are benefits of critical importance to all who have a stake in the program, as well as the education and teacher education community in general, for evidence about such matters is limited. If such benefits can in fact be obtained at a per-student cost of $150 or so per year (see Table 22, p 98), and these are added to the short-term benefits that derive from the program, it is hard to imagine how either OCE or the state could view the program in any way other than being cost-effective.

In order to obtain long-term benefits, however, the program must survive -- and survive essentially in the form in which it now exists. In order to survive, faculty and administrators at OCE must view the short-term benefits as justifying the costs involved, and as outweighing the negative consequences that accompany the positive. The next section of the monograph reports what some of the negative consequences are, and addresses the question of whether they neutralize the benefits gained.

Some Unanticipated Consequences

As indicated previously, one of the complicating factors in attempting a benefits analysis in education is the problem of a program characteristic being a benefit to some and a liability to others. It is further complicated by the fact that a particular program characteristic may have both positive and negative consequences to the same person. This is the case in the present elementary program at OCE. The added clarity of program expectations, for example, is viewed by most students as a benefit, but at the same time it is viewed as having a number of negative consequences. For one, it tends to reduce the freedom of students to pursue subject matter of their own choice. For another, it is more difficult for students to "drift" through the program, or take advantage of the lack of clarity and specificity that used to be.

This, and circumstances like it, has given rise to a peculiar set of "love-hate" feelings that can be found in nearly all participants in the program.

For some reason this very predictable (in retrospect) and understandable circumstance was not anticipated at the time the program was initiated. Perhaps it was because people were searching too hard at the outset for benefits that could accrue from the program; perhaps it was because the demands of implementing the program were so great there was not time to think about the possibility of negative consequences; or perhaps it was simply that no one bothered to think about such consequences as inevitable accompaniment to the positive.

Be that as it may, it became clear soon after the program was

underway that each advantage gained from the program carried with it a liability, and that in many cases the liabilities were so great that they threatened to outweigh the gains.

It is apparent that the negative consequences that accompany a program of the kind that is now in effect at OCE must be given as much consideration as costs and benefits. This is the case even on a short-term basis, but especially so over time, for some of the conditions that students and faculty will tolerate for a short period will not be tolerated if they continue. Persons responsible for implementing such a program must continuously adapt the program to keep the negative consequences within tolerable limits, or suffer the threat of program demise.

As used in the pages that follow "negative consequences" or "liabilities" refer to the human and institutional costs associated with the new program that can not be assigned a dollar value. All who have engaged in program and institutional change know too well what these costs can be. They include unrelenting demands on time and energy; they include the frustration, confusion, and emotional upset that go with attempting to do what seemingly cannot be done, or seemingly never gets done; and they often include having to accommodate to a new way of doing things, or a new use of time and energy, that is thoroughly disruptive of old patterns.

The present analysis is limited to the negative consequences associated with the program now that it is reasonably well established. This is not meant to play down the heavy human and institutional costs associated with a transition from one program to another. Everyone involved in developing and implementing the competency-based program at OCE suffered such costs, including students, but these costs will be ignored except for the following observation: the heaviest burden of program change at OCE seemed to rest on the faculty members involved. The time and energy required to bring about orderly, constructive change almost always exceeded what was anticipated, and it almost always occurred as an overload. Fortunately, the change process was managed wisely and it was possible to keep these extra demands within manageable limits. It is clear from the OCE experience, however, that even with adept management and faculty of high commitment and trust, unusual demands on the time and energy of a faculty can be sustained for only so long. For faculties to perpetuate the program improvement process, gains must be consolidated periodically and rewards reaped.

Some Negative Consequences of the Program for Students

In many ways students in the previous program did what they do in the new program. They divided their time between campus-based and field-based instruction, and within this arrangement divided their time between mastering the knowledges and skills assumed to be needed to function effectively as a teacher and learning to apply and integrate them in ongoing school settings. Campus-based instruction was carried on in much the same way that it is now, and both college and school personnel supervised in the field.

Within this general pattern of similarity, however, differences between the new and the old program are considerable, and it is these differences that give rise to both the positive and the negative consequences of the program for students. To reiterate these differences: (a) in the new program the knowledges and skills to be mastered through campus-based instruction are linked directly to the teaching competencies to be demonstrated in the field (in the old program this linkage was never explicit); (b) in the new program the amount of group scheduled instruction on campus has been reduced from nine hours a week to six hours; (c) in the new program the amount of time spent in schools prior to student teaching has increased from one-half day to two days per week for two terms; (d) the competencies to be demonstrated while in the school setting are more carefully spelled out in the new program, and a set of procedures have been developed that permit both supervision and assessment to be linked directly to these competencies; and (e) standards of performance have been set for competency demonstration as a basis for progression through the various stages of the program, and as a basis for recommendation to certification.

The general approach to instruction for purposes of knowledge and skill mastery, the emphasis on and procedures followed in bringing about an understanding of self as teacher, and the emphasis on personalizing the program take essentially the same form in the new program as they took in the previous program.

Given these changes, what are the negative consequences for students? On the basis of both student and faculty response the major consequences seem to be:

- the loss of group-based instruction time for knowledge and skill mastery;
- the feeling on the part of some students that instruction in the campus-based aspects of the new program assumes too much of a "utilitarian" focus (at the expense of a more philosophic, theoretical, issue-oriented, or mastery of subject matter-oriented approach that was common in the former program);
- the anxiety created by having to demonstrate one's ability to carry out the functions of a teacher early in the program, and to do so under carefully defined conditions and carefully defined performance standards;
- the threat of not being able to progress through the program within the time allowed, or not being recommended for initial certification, unless performance as a teacher meets the standards that have been set for various program placement decisions;
- the threat of finding out that one is not able to meet the standards of teaching that have been established at OCE, or of finding out that one

does not enjoy or is not "cut-out" to be a teacher;

- the threat of a record of weak performance as a teacher being documented and becoming part of a permanent record; and

- the practical limits placed on the number of credit hours a student may carry above and beyond those required for the program due to the heavy time and emotional demands of the program.

Taken together these represent heavy personal costs for students. Whatever the long-term outcome may be it is clear that these considerations must be taken into account as much as dollar costs and benefits when reaching a decision as to program maintenance or modification.

Some Negative Consequences of the Program for School Supervisors

Of all participants in the new program the school supervisor probably has been burdened the most with new duties and responsibilities. In the previous program the school supervisor was responsible for two clinical students over a period of two terms for a half-day each week. In the new program a supervisor has one clinical student for two terms for two days a week and is responsible as well for supervising short-term full responsibility teaching (STFR) experience at some point near the end of the two term experience.

In addition to this increased contact with students, the functions to be performed by the supervising teacher in the school setting are spelled out in much greater detail. A school supervisor must negotiate and approve lesson plans; negotiate and approve plans for the two to five day full responsibility teaching experience; observe formally presented lessons and the two to five day teaching experience, and assess the prospective teacher's performance in both; review with the prospective teacher his or her performance in lesson teaching and STFR teaching, and when needed suggest how performance might be improved; reach agreement with the college supervisor about recommending a prospective teacher for entry to student teaching. All of these tasks require time and energy and a particular set of competencies, and as such add considerably to a teacher's responsibilities.

In contrast to what has happened with clinical students during the first two terms, the amount of contact between student teachers and their supervisors has stayed unchanged in the new program. Change has occurred, however, in what happens in the course of the contacts. Supervisors of student teachers must now negotiate plans and assess performance in full responsibility teaching in relation to well defined criteria, and they must confer with students about their performance in relation to clearly defined performance standards, among other duties. By-and-large these responsibilities now parallel rather closely the responsibilities of supervisors in the clinical phase of the program. In some respects they are more demanding, of course, since the performance demands for student teachers are greater than for pre-student teachers, but the general nature

of the supervisory process and the demands that accompany it are similar to what has gone before.

Given the changes, and the obvious benefits they carry, what are some of the negative consequences that accompany them? On the basis of evidence collected thus far they seem to be:

- having to learn essentially a new language to describe teaching, and many new concepts about teaching, in order to carry out the supervisory process;
- having to set aside time to learn the mechanics of the supervisory process, and then find the time required to carry them out;
- having to carefully assess the performance of students as teachers, review this performance in conference, and recommend suggestions for improvement where needed; and
- having to face the possibility of not being able to offer suggestions or help to a prospective teacher when needed, or not performing well as a model for a prospective teacher given the understanding that students in the program now have of the teaching-learning process.

As in the case of students, these consequences so far seem to be equaled by benefits gained. The program is still new, however, and the excitement of its newness could be distorting the weight of its liabilities. As such it is probably too soon to tell whether the liabilities that come with the program for school supervisors are too many to bear without added benefits.

Some Negative Consequences of the Program for College Faculty/Supervisors

Surprisingly, college faculty, like students, also do essentially the same things in the new program as they did in the old. They still carry out campus-based instruction as a member of a two-person team that works with approximately thirty students; they still supervise students in field settings; they still work with students individually in coming to understand self as teacher; and they still negotiate with students the particular knowledges and skills to be mastered, the particular school settings in which to carry out practice teaching, and the particular teaching experiences in which to engage. They are also responsible for assessing performance in the field setting and for making recommendations for certification. In broad outline, the new program does not seem to call for much that is different from the old.

Within these broad outlines, however, there are major differences in what a faculty member is expected to do in the new as compared to the old

program, as well as how it is to be done. The major differences are (a) campus-based instruction in knowledge and skill mastery is now tied more closely to the competencies to be demonstrated as a teacher in a field setting; (b) group-based instruction time on campus for knowledge and skill mastery has been reduced from nine hours per week to six; (c) competencies to be demonstrated by prospective teachers are clearly specified, and performance standards clearly stated; (d) procedures to be followed in helping students acquire and demonstrate the competencies expected of them, as well as assessing whether or not they have been achieved, are clearly stated (a student's progression through the professional year of the program depends on meeting the standards set for performance in the field setting); (e) college and school supervisors share their views of a student's performance as teacher, and where discrepancies exist the college supervisor is expected to establish the cause of the discrepancy and work toward its reduction; (f) all competency ratings provided by a particular faculty member during each term of the professional year, along with the ratings provided by school supervisors, are reviewed systematically by all faculty at the end of each term to determine the confidence that can be placed in performance ratings; and (f) the faculty member supervising students within a particular school is expected to carry major responsibility for preparing teachers within that school to use the competency supervision-assessment system effectively (this task is becoming less demanding as time goes on in that more and more schools have a cadre of teachers familiar with the supervision-assessment system, and "building coordinators" for supervisors are being identified and prepared to provide the inservice needed with a particular school).

What are some of the negative consequences of these changes for faculty? The following seem to be paramount:

- a loss of some of the freedom enjoyed by individual faculty members in the former program to teach what they wish to teach and supervise how they wish to supervise (it needs to be understood, however, that this loss is volitional in that the competencies to be demonstrated in the field, and the instructional program leading to mastery of the knowledges and skills assumed to be needed to demonstrate those competencies, have been agreed to by all members of the faculty);

- an increased awareness of the content that needs to be mastered in campus-based instruction, and an increased sense of urgency in seeing that it is mastered, but less time in which to get this done;

- an increased vulnerability to student criticism about quality of instruction, or quality of the program as a whole, as it pertains to preparing students to perform the competencies expected of them in the field;

- exposure to systematically obtained feedback from students and school supervisors about the effectiveness

of campus-based instruction and field supervision, as well as the program as a whole;

- a great deal more time required for supervision in the field, and consequently less time for preparation, reading, research, and other activities normally engaged in by college faculty;

- a much more exacting job of supervision in the field, including more critical observation, more critical assessment of performance, and more focused conferencing with students about their performance;

- increased clarity of requests from prospective teachers and school supervisors for help in the solution of problems or use of strategies while in the field;

- having to face honestly the matter of quality in a prospective teacher's performance, and having to convey honestly to a prospective teacher one's judgment in that regard;

- having to make program placement decisions and recommendations for certification in light of clear-cut judgments about the quality of a student's performance as a teacher;

- the added time and energy required to recycle students through the program who do not meet performance standards on the initial try (at present, procedures have not been worked out whereby students who recycle through the program are counted as part of staff work load);

- having to live with the awareness that all judgments (ratings) of student performance will be reviewed by colleagues from the point of view of the confidence that can be placed in them; and

- an increased amount of time spent in staff meetings to coordinate the program, review data in relation to program effectiveness, and undergo the kind of "inservice" required to have the program function effectively.

These add up to be a set of consequences that weigh heavily on faculty involved in the program, and as such are consequences that have to be faced and dealt with squarely. As in the case of students and school supervisors the benefits gained from the program seem so far to outweigh the liabilities that accrue, but how these will balance in future depends to a large extent on being able to continuously reduce the liabilities involved while maintaining or increasing benefits.

Some Negative Consequences of the Program for College Administrators

College administrators probably have suffered less than any of the participants thus far described. Their burden was greatest at the start when structures and procedures of the program were being invented, but as soon as it was reasonably clear that the faculty was committed and the resources were available, the administrators were less involved. The Department Chairman and the Dean of Faculty continued to be responsive to the needs of the division and to monitor its performance with great care and concern, but the consequences were viewed positively, not negatively. The consequences would have been negative only if the new developments had failed!

Depending on the view of a college administrator about such matters, however, a number of negative consequences can come from having a program of the kind now in operation at OCE when other programs in the institution within which it rests are not operating along similar lines. For administrators who view these consequences as negative (other administrators view them as positive) they may be listed as follows:

- administrators must be willing and able to deal with the implications of having within an institution a unit or program that is highly visible and pointed to from outside the institution as exemplary;
- they must be willing and able to resolve the problems created by such a program with respect to grades, credit hour requirements, and the like;
- they must be willing and able to deal with arguments and requests which are firmly based on data;
- they must be willing to live with evidence on short-term costs and benefits until long-term evidence can be obtained; and
- they must be able and willing to live with the vulnerability that comes with having the effects of a program clearly identified and open to review.

Obviously, these are consequences of some significance. In the extreme, they can represent a severe threat to an administrator or an institution, for they all tend to increase vulnerability to criticism and attack. On the other hand, they have their obvious benefits. Whether an administrator wishes to submit to such problems and circumstances will depend to a large extent on his or her personal persuasion about such matters, as well as the perceived short and long-term benefits likely to come from the program in question.

Some Negative Consequences of the Program for the Broader Education Community, That Is, Teachers Generally, the State Department of Education, and the Oregon Education Association

While consequences of a new teacher preparation program in a college may seem unlikely to have much impact on the broader educational community, the temper of the times generally and the circumstances in Oregon specifically, increase the likelihood that the program will have consequences that are felt throughout the educational community. Depending on philosophical and intellectual persuasion, some members of the education community will find these consequences positive and others will find them negative. For those of the latter persuasion the negative consequences are likely to be:

- the demonstrated ability to assess the competence of teachers, on at least a short-term basis, that is generally accepted by persons in the profession as valid and reliable evidence of competence;

- the requirement that teacher associations deal in their bargaining activities with the matter of competence, once competence is able to be assessed; and

- the threat to established teachers in the field of teachers entering the profession who may be better prepared to handle the demands of today's schooling than themselves.

Others, of course, may view these same consequences as being positive, but however they are viewed they represent a source of impact on the broader educational community that cannot be ignored.

Some Negative Consequences of the Program for the Broader Teacher Education Community, That Is, to OCE as a Whole, to Other Teacher Preparation Institutions in the State, and to the Teacher Standards and Practices Commission

One would assume that implementing a teacher preparation program that constitutes in effect a test and demonstration of the kind of program a state is committed to develop would have only positive consequences. This is not necessarily the case. Depending again on one's persuasion, a number of negative consequences emerge from a program of the kind being implemented at OCE so far as the broader teacher education community in the state is concerned. These include:

- the teacher certification agency having to extend its thinking about competency-based preparation and certification for preservice programs to programs leading to advanced levels of certification;

- the teacher education community as a whole having to face squarely the kind of research and follow-up studies needed to test and improve the effectiveness of teacher preparation programs; and

- the pressure on other teacher preparation programs offered at OCE and other institutions in the state to move to the same level of sophistication with respect to competency definition and assessment as now practiced in the elementary program at OCE.

Additional Considerations

While cost/benefit considerations and the negative consequences just reviewed must weigh heavily in the decision to maintain or modify the elementary program at OCE in its present form, a number of factors that are essentially beyond the control of OCE must also be taken into account. Two such factors are (a) the ability of OCE, Teaching Research, and the school districts cooperating in the program to provide the resources needed to implement the program, and (b) the demand by accrediting agencies, the State System of Higher Education, or the citizens of the state as a whole for such a program.

The Matter Of Resources

The largest share of the resources needed to operate the program must come through OCE, but like all state-supported institutions the College does not control the amount of funds it receives nor have complete freedom in allocating funds to programs once they have been received. Funds come to the institution through a formula that is tied to the number of students served. Within this basic allocation the College is to distribute funds as it sees fit, but since each department is able to marshal good arguments for additional funds for most programs offered, there are limits to the variability that can be provided in funding for particular programs. Whether the College can consciously and openly fund the elementary program at a level that exceeds other preparation programs, if a higher level of funding is indeed required, is a college level decision that has yet to be made.

Beyond the resources that come to the program through the College is the whole question of the resources that come to it through the schools. How long will schools or local bargaining agencies permit teachers to function as school supervisors in the program as they do now? Clearly, the emphasis on the demonstration and assessment of competence in ongoing school settings can be managed only with the extensive cooperation and assistance of schools and school personnel, yet there is no assurance that cooperation and assistance can or will be continued. (The extent of the program's dependence on public school assistance is made clear by the cost data reported in Table 21, p 97: schools contribute an average of $542 per student compared to $1,127 per student from the college.)

Without the continued cooperation and contribution of the schools,

the elementary program as it is now structured could not exist.

Because of this dependence on the schools, the question of whether the program should continue or not continue as it is presently structured is not a decision wholly for OCE to make. If for some reason participating schools should decide to terminate or cut back their support for the program, or to require the College to reimburse or compensate fully for time contributed, the program would have to be modified. While there is no evidence that this is likely to happen in the near future, it is an issue that already has been discussed by local bargaining agencies and school boards. Whether the present level of support continues will in all likelihood depend on the benefits that schools and teachers see coming directly to them from the program, on both a short- and long-term basis.

Another financial consideration that enters the decision to maintain or modify the program in its present form is the support provided the program by the Teaching Research Division. While this support is in no way comparable to that provided by the public schools (a total of only $150 or so per student is allocated to the research, development, and documentation-dissemination function in the program, and Teaching Research contributes only a portion of these funds directly), it has carried the major responsibility for these various functions so far and it is likely that if they are to be continued it will be largely through the efforts of the Division.

To what extent are these efforts likely to be continued? Unfortunately, no firm answer can be given. Part of this uncertainty comes from the fact that the majority of the Division's funds come through outside grants and contracts, and it is becoming increasingly difficult to obtain funds to support research and development activities that relate to preservice teacher preparation programs. It is hoped that the richness of the program as a context for research will help attract such funds, but given the uncertain future of the National Institute of Education and the general "belt tightening" of private foundations, it is not possible to be too optimistic about continued funding.

If outside funds for the research, development, and documentation dissemination functions cannot be obtained, it is possible that these functions could be maintained at some level through the judicious use of state funds. Some of the monies received from the state by Teaching Research have been and probably can continue to be used for these purposes; OCE might be able to reallocate some of its funds to support these functions; and if a strong enough case can be made for their benefit to the state as a whole, it is possible that additional funds might be made available to either OCE or Teaching Research for the pursuit of these functions as part of regular program operation.

Whatever the eventual outcome, the research, development and documentation-dissemination functions that have up to now been an integral part of the program are probably outside the realm of OCE control in much the same way as those aspects of the program that depend on school cooperation and support are beyond control. There is every reason to believe that these functions will continue in one form or another, for the development

of the program is far from complete, and many of the long-term benefits which are anticipated will stem from the program of research and documentation-dissemination. Precisely how these functions will be continued is unknown, but it is clear their elimination would represent a kind of false economy that the profession of education and teacher education can not at this point in time well afford.

The Matter of Demand

A totally different kind of consideration, but one that must be given careful attention, is the pressure from outside sources for OCE to maintain the elementary program in its present form. The program has been designed, for example, as a test and demonstration of the kind of program called for in the new "Process Standards" for education personnel development programs in Oregon. It also reflects the characteristics called for by national accrediting agencies for colleges of teacher education, and increasingly by the Oregon State System of Higher Education. To what extent can the College ignore pressures of this kind when deciding to continue or modify the program?

These are only a few of the outside pressures with which the College must deal in reaching a decision to continue or modify the elementary program as it now stands, but they are illustrative of the wide range of factors that must be considered by any publically supported college in reaching a decision about program maintenance or modification. It is unclear how such factors should be weighed into the decision-making process, but the fact that they must be considered is evident.

Putting It All Together: Should The Program Be Continued?

To the reader who has followed the thrust of the last fifty or so pages it is clear by this time that there is not a simple, straightforward answer to this question. For OCE alone, for which the new program costs are only slightly more than the previous program (a per-student cost of $1,071 compared to $1,009 -- see Table 18, p 90), the benefits would seem to far outweigh the costs. This is the case even if only short-term benefits are considered. When expected long-term benefits are added, it is almost as if OCE has no viable option but to continue the program.

This ignores, of course, the negative consequences that accrue from the program, especially for faculty. If some of these consequences are not reduced in their intensity (for example, the burden of extra work), of if some of the potential dangers in the program are found to be too great (for example, too little instructional time directed to knowledge and skill mastery), faculty members probably will move to modify the program themselves.

An equally legitimate question, and in some respects an even more realistic one, is whether the program as it is presently structured can be afforded. Can the College continue to depend on the financial support of the public schools needed to carry out the program? How long will the Teaching Research Division be able to provide or obtain the funds needed

to continue the research, development, and documentation-dissemination functions? The answers to such questions, of course, will depend on many factors, only some of which can be foreseen at the present time. The deciding factor, of course, will be the benefits received. So long as the faculty, the teachers and administrators of cooperating schools, and the personnel within the Teaching Research Division see clear and worthwhile benefits from their participation, the program is likely to continue. If benefits are not viewed as being sufficient, or if for some unanticipated reason participation simply cannot be continued, it is rather obvious that the program will not be maintained in its present form.

Still another question is whether the college has any option but to continue the program in something resembling its present form. The thrust of standards for the approval of teacher education programs in the state and the nation are in keeping with characteristics of the program; the emphasis in the program on measurable outcomes and cost-benefit analysis is consistent with developments underway within the Oregon State System of Higher Education; and the demand on the part of the public generally for "accountability" in education and teacher education forces such a question to arise. This is not to imply that the College could not make the decision to modify or discontinue the program if it wished, for obviously it could. It is meant to point up the fact, however, that decisions made by a college about a program are influenced by factors outside the college.

It is probably clear by now that cost-benefit analysis in the arena of education is not a straightforward weighing of program costs against program benefits. The human costs of programs must also be considered. So, too, must conditions be considered that are essentially beyond the control of a particular institution, or a set of institutions. This analysis has revealed some of these additional factors and has attempted to show how they can and must be considered in addition to cost and benefit information in making systematic decisions about educational programs.

PART VI

NEXT STEPS

While a great deal has been done toward implementing the competency-based elementary program at OCE, a great deal more remains to be done. Instruction for purposes of knowledge and skill mastery in the professional core of the program needs to be translated into a performance-based mode of operation; continued and better evidence on the costs and benefits of the program need to be obtained; and research needs to be undertaken on the contribution of various components of the program to the overall effectiveness of teachers prepared through it. Beyond the professional components of the program, instruction that leads to mastery of the subject matter to be taught by teachers also needs to be translated into a proformance-based mode of operation, and acceptable measures need to be developed for the general education outcomes expected from all graduates of the college. In its completed form the competency-based elementary program at OCE will incorporate much more than the professional education that so far has been the focus of development, and this is why the developmental work that remains is so great.

Another factor that complicates the task ahead is that of trying to decide the order in which "next steps" should be undertaken. All seem to be important, and all seem possible given the work already done. As a consequence, the decision has been made to direct attention, to the extent that resources permit, to a broad range of developmental and research activities during the coming year. These include:

- Translating the instructional program for knowledge and skill mastery in the professional core of the program into a performance based and even more highly personalized mode of operation;

- Implementing the follow-up study on first-year graduates of the program, and extending the methodology of the follow-up study to second-year teachers;

- Completing the research and evaluation studies outlined in Table 12, p 77, and the adaptation of the program in light of the information obtained through these studies;

- Initiating jointly sponsored curriculum development efforts with other departments in one or two subject matter areas with an aim to (a) coordinate the content of curricular offerings between the elementary education faculty and the subject matter faculty, and (b) begin to translate instruction within the illustrative subject matter areas into a personalized and performance-based mode of operation; and

- Select one or two outcomes expected of the liberal arts core curriculum for all students in the college and develop measures of the outcome(s) that are acceptable

to the faculty and student body as a whole, and are at the same time cost-effective.

Obviously, these represent steps of major proportion and of major consequence to the college as a whole. They also help place in perspective the comment made in PART I of the document: "As the program continues to evolve the work that has been done is seen more and more only as a set of first steps, with the bulk of work remaining."

As planned now, these and subsequent developmental efforts will be carried out in much the same manner that research and development efforts have been carried out so far. Reliance on outside funds will be kept to a minimum; the broad participation of faculty, students, administrators, and personnel from participating schools and the Teaching Research Division will be sought in carrying out all research and development activities; careful and continuous evaluation will be made of each research and development effort; cost-benefit studies will be continued on the program as a whole; and the program as a whole will continue to be adapted or modified on the basis of the research, evaluation, and cost-benefit information obtained.

Given the magnitude and complexity of the tasks ahead, and the procedures to be followed in undertaking them, basic developmental work within the program is likely to extend through the next half dozen years. Program refinement on the basis of program related research and evidence of long-term costs and benefits will, hopefully, continue indefinitely. While program development within this framework may appear to be an unusually long and drawn-out process, it does not seem to the faculty at OCE to be unreasonable for what amounts to a major reorganization of instruction within an institution that for all intents and purposes will continue serving students and the profession of education indefinitely. To insure that developmental efforts are soundly based and widely accepted does not come quickly nor easily; to shortcut the process, or to hurry it, is probably unwise from everyone's point of view.

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APPENDICES

Table 1A. Costs Associated with PROGRAM DEVELOPMENT, 1973-74[1]

Task	Personnel							Equipment Services Supplies	Facilities Maintenance Overhead[4]	GRAND TOTAL
	College Faculty	College Admin.	School Super.	Assmnt. Staff[2]	Work/Study Students	Secre-taries	TOTAL			
Instruction for knowledge and skill mastery	NA	See Table 3A for costs assoc. with prog. mgt. and govn.	See Table 3A for costs assoc. with prog. eval. and adpt.	NA	1 @ 15 hrs per wk for 1 term $45	NA	$45	NA	$18	$ 63
Instruction for competency acquisition and demonstration	.25 FTE for one term $1,200			.20 FTE $5,400	NA	.25 FTE $1,500	$8,100	$960	$3,240	$12,300
Managing competency assessment data and assuring its quality	NA			.10 FTE $2,800	NA	.05 FTE $300	$3,100	$740[3]	$1,240	$ 5,080
TOTAL	$1,200			$8,200	$45	$1,800	$11,245	$1,700	$4,498	$17,443

[1]All FTE and dollar entries are approximations

[2]Assessment staff include the director of the Teacher Education Research program, Teaching Research, @ .75 FTE, the Dean of Faculty, OCE, @ .25 FTE; the continuing consultant services of Dr. Peter Fontana, Professor of Physics at Oregon State University, @ approximately .05 FTE; two work-study students and approximately one-half the time of an executive secretary.

[3]Includes $500 for computer rental

[4]Forty percent of personnel costs

Table 18. Costs Associated with PROGRAM DEVELOPMENT, 1974-75[1]

Task	Personnel							Equipment Services Supplies	Facilities Maintenance Overhead[5]	GRAND TOTAL
	College Faculty	College Admin.	School Super.	Assmnt. Staff[2]	Work/Study Students	Secre-taries	TOTAL			
Instruction for knowledge and skill mastery	Two weeks for one professor $625	See Table 3A for costs assoc. with prog. mgt. and govn.	See Table 3A for costs assoc. with prog. eval. and adpt.	NA	NA	NA	$625	NA	$250	$ 875
Instruction for competency acquisition and demonstration	Two weeks for two professors $1,000	NA	NA	.20 FTE $5,400	NA	.20 FTE $1,500	$7,900	$500[3]	$3,160	$11,560
Managing competency assessment data and assuring its quality	NA	NA	NA	Three mnths for one professor and consultant $6,225	NA	.05 FTE $300	$6,525	$2,500[4]	$2,610	$11,635
TOTAL	$1,625			$11,625		$1,800	$15,050	$3,000	$6,020	$24,070

[1]All FTE and dollar entries are approximations

[2]Regular assessment staff include the director of the Teacher Education Research program, Teaching Research, @ .60 FTE, the Dean of Faculty, OCE, @ .10 FTE and the continuing consultant services of Dr. Peter Fontana, Professor of Physics at Oregon State University, @ approximately .05 FTE. (Dr. Fontana worked full time for the program during the summer months of 1974-75, and was on sabbatical during the remainder of the year.) Three work-study students, two part-time research assistants, and approximately three quarters of the time of an executive secretary round out the assessment staff.

[3]Assessment materials and SYLLABUS purchased by students to offset paper and reproduction costs.

[4]Includes $500 for computer rental and $1,500 for travel to visit other CBE centers.

[5]Overhead for each reporting year has been figured at the rate of 40 percent of personnel costs.

Table 2A. Costs Associated with PROGRAM OPERATION, 1973-74

Task	Personnel: College Faculty	College Admin.	School Super.	Assmnt. Staff	Work-Study Students	Secretaries	TOTAL	Equipment Services Supplies	Facilities Maintenance Overhead[7]	GRAND TOTAL
Instruction for knowledge and skill mastery	5.3 FTE	See Table 3A for costs assoc. with prog. mgt. & govn.	NA	NA	2 @ 15 hrs. per week	NA				
	$75,450[1]				$250		$ 75,700	$ 7,200[4]	$ 30,280	$113,180
Instruction for competency acquisition and demonstration (includes supervision and assessment)	5.3 FTE		19,800 hrs.[2]		1 @ 15 hrs. per week					
	$75,450		$118,800[3]	NA	$125	NA	$194,375	$ 7,600[5]	$ 30,230	$232,205
Managing competency assessment data and assuring its quality				.10 FTE	1 @ 15 hrs. per week	.10 FTE				
	NA		NA							
				$2,800	$250	$600	$ 3,650	$ 940[6]	$ 1,460	$ 6,050
TOTAL	$150,900		$118,800	$2,800	$625	$600	$273,725	$15,740	$ 61,970	$351,435

[1]All FTE and dollar entries are approximations; dollar estimates for college faculty are based on an average of $15,000 per 9 months FTE--a figure used each year for this calculation to reduce variation due to salary increases.

[2]Based on an average of 1.5 hours spent each week in supervising clinical students (160 students each term who in most cases were in schools 1 but sometimes 2 days each week) for three terms @ 10 weeks per term (= 10,200 hours) and an average of 4 hours spent per week in supervising student teachers and interns (80 students each term) for three terms @ 10 weeks per term (= 9,600 hours) for a total of 19,800 hours.

[3]Based on an estimated pay schedule for teachers equivalent to $6 per hour ($6 x 19,800 hrs. = $118,800). The college reimburses cooperating teachers in three ways: (a) supervisors of student teachers are paid $50 by the college for each term of supervision (an average cost to the college of $10,000 to $12,000 each year); (b) supervisors of student teachers are allowed 3 hours of college credit per year without cost; and (c) one teacher from each school where OCE elementary students are placed, as either clinical or practicum students, receive without cost three hours of workshop credit each summer for training as supervision coordinator for a building. Even with these contributions by the college cooperating schools subsidized the elementary preparation program at OCE in 1973-74 to the amount of approximately $100,000.

[4]Based on an estimated $15 per student cost for clinical students (160 students per term @ $15 per term for 3 terms).

[5]Based on an estimated $15 per student cost for student teachers and interns (80 students per term @ $15 per term for 3 terms) plus an estimated $4,000 per year in travel and per diem costs for college supervisors. Assessment materials and the syllabus are purchased by students to offset paper and reproduction costs.

[6]Includes $500 for computer rental.

[7]Forty percent of OCE-TR personnel costs; overhead costs to participating schools are minimal.

Table 2B. Costs Associated with PROGRAM OPERATION, 1974-75

Task	Personnel							Equipment Services Supplies	Facilities Maintenance Overhead[7]	GRAND TOTAL
	College Faculty	College Admin.	School Super.	Assmnt. Staff	Work-Study Students	Secre-taries	TOTAL			
Instruction for knowledge and skill mastery	6.5 FTE	See Table 3A for costs assoc. with prog. mgt. & govn.	NA	NA	1 @ 15 hrs. per week	NA				
	$97,500[1]				$125		$ 97,625	$ 8,100[4]	$ 39,050	$144,775
Instruction for competency acquisition and demonstration (includes supervision and assessment)	6.5 FTE	NA	24,300 hrs.[2]	NA	NA	NA				
	$97,500		$145,800[3]				$243,300	$ 8,050[5]	$ 39,000	$290,350
Managing competency assessment data and assuring its quality	NA	NA	NA	.05 FTE plus res. assts	1 @ 15 hrs. per week	.10 FTE				
				$1,400	$125	$600	$ 2,125	$ 1,000[6]	$ 850	$ 3,975
TOTAL	$195,000		$145,800	$1,400	$250	$600	$343,050	$17,150	$ 78,900	$439,100

[1]All FTE and dollar entries are approximations; dollar estimates for college faculty are based on an average of $15,000 per 9 months FTE--a figure used each year for this calculation to reduce variation due to salary increases.

[2]Based on an average of 2.5 hours spent per week in supervising clinical students (180 students each term who in most cases were in schools 2 days each week) for three terms @ 10 weeks per term (= 13,500 hours) and an average of 4 hours spent each week in supervising student teachers and interns (90 students per term) for 3 terms with 10 weeks per term (= 10,800 hours).

[3]Based on an estimated pay schedule for teachers equivalent to $6 per hour ($6 x 24,300 hrs = $145,800). The college reimburses cooperating teachers in three ways: (a) supervisors of student teachers are paid $50 by the college for each term of supervision (an average cost to the college of $10,000 to $12,000 each year); (b) supervisors of student teachers are allowed 3 hours of college credit per year without cost; and (c) one teacher from each school where OCE elementary students are placed, as either clinical or practicum students, receive without cost three hours of workshop credit each summer for training as supervision coordinator for a building. Even with these contributions by the college cooperating schools subsidized the elementary preparation program at OCE in 1974-75 to the amount of approximately $125,000.

[4]Based on an estimated $15 per student cost (180 students @ $15 per term for 3 terms).

[5]Based on an estimated $15 cost for student teachers and interns (90 students per term @ $15 for 3 terms), plus an estimated $4,000 per year in travel and per diem for college supervisors. Assessment materials and the syllabus are purchased by students to offset paper and reproduction costs.

[6]Includes $500 for computer rental.

[7]Forty percent of OCE-TR personnel costs; overhead costs to participating schools are minimal.

Table 3A. Costs Associated with PROGRAM GOVERNANCE, MANAGEMENT, EVALUATION and ADAPTATION, 1973-74[1]

	Personnel								Equipment Services Supplies	Facilities Maintenance Overhead[2]	GRAND TOTAL
	College Faculty	College Admin.	School Super.	School Admin.	Assmnt. Staff	Work/Study Students	Secretaries	TOTAL			
Program management and governance (includes a weekly 2 hr. faculty meeting, a weekly 2 hr. division heads meeting, periodic meetings of the college-wide Teacher-Education Committee and Teacher Education Advisory Committee, periodic faculty retreats and periodic meetings with school supervisors for purposes of inservice, as well as time involved in preparation for all of the above)	Expected as part of reg. assign.	Expected as part of reg. assign.	Cntrb. to prog.	Cntrb. to prog.	Cntrb. to prog.	NA	NA	---	NA	NA	---
Program evaluation and adaptation (includes the weekly 2 hr. staff meeting, meetings once a term with students and school supervisors, a Design Seminar each Spring Term with college and school supervisors, students and assessment staff, & an annual College Planning Exercise [CPX])	Expected as part of reg. assign.	Expected as part of reg. assign.	Cntrb. to prog.	Cntrb. to prog.	.20 FTE $5,400	1 @ 15 hrs per week $250	.10 FTE $600	$6,250	$720	$2,500	$9,470
TOTAL					$5,400	$250	$600	$6,250	$720	$2,500	$9,470

[1]All FTE and dollar entries are approximations

[2]Forty percent of personnel costs

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Table 3B. Costs Associated with PROGRAM GOVERNANCE, MANAGEMENT, EVALUATION and ADAPTATION, 1974-75

	Personnel								Equipment Services Supplies	Facilities Maintenance Overhead[3]	GRAND TOTAL
	College Faculty	College Admin.	School Super.	School Admin.	Assmnt. Staff	Work/Study Students	Secre-taries	TOTAL			
Program management and governance (includes a weekly 2 hr. faculty meeting, a weekly 2 hr. division heads meeting, periodic meetings of the college-wide Teacher-Education Committee and Teacher Education Advisory Committee, periodic faculty retreats and periodic meetings with school supervisors for purposes of inservice, as well as time involved in preparation for all of the above)	Expected as part of reg. assign.	Expected as part of reg. assign.	Cntrb. to prog.	Cntrb. to prog.	Cntrb. to prog.	NA	NA	---	NA	NA	---
Program evaluation and adaptation (includes the weekly 2 hr. staff meeting, meetings once a term with students and school supervisors, a Design Seminar each Spring Term with college and school supervisors, students and assessment staff, and an annual College Planning Exercise [CPX])	Expected as part of reg. assign.	Expected as part of reg. assign.	Cntrb. to prog.	Cntrb. to prog.	.15 FTE plus res. asst.	1 @ 15 hrs per week	.10 FTE				
					$5,000	$125	$600	$5,725	$3,000[2]	$2,290	$11,015
TOTAL					$5,000	$125	$600	$5,725	$3,000	$2,290	$11,015

[1]All FTE and dollar entries are approximations

[2]Includes $500 for computer rental

[3]Forty percent of personnel costs

Table 4A. Costs Associated with PROGRAM RELATED RESEARCH, 1973-74

Task	Personnel							Equipment Services Supplies	Facilities Maintenance Overhead[4]	GRAND TOTAL
	College Faculty[2]	College Admin.	School Super.[3]	Assment. Staff	Work/Study Students	Secre-taries	TOTAL			
Quality assurance studies	NA	NA	NA[3]	.05 FTE $1,400	1 @ 7 1/2 hrs pr wk $125	.05 FTE $300	$1,825	$200	$730	$2,755
Methodological studies	.25 FTE for one term $1,200	NA	NA	.05 FTE $1,400	NA	NA	$2,600	$100	$1,040	$3,740
Practice-oriented and basic research studies	NA	NA	NA	.10 FTE $2,800	NA	.05 FTE $300	$3,100	$180	$1,240	$4,520
Follow-up studies	NA	NA	NA	NA	NA	NA	---	NA	NA	---
TOTAL	$1,200			$5,600	$125	$600	$7,525	$480	$3,010	$11,015

[1]All FTE and dollar entries are approximations.

[2]Entries in this column are a bit misleading for in one way or another all faculty are involved in all research activities relating to the program. All are involved either in planning or approving proposed studies; all are involved in collecting the basic data to be used in approved studies (the data on competence demonstration); and all have an opportunity to be involved in reporting the data that come from approved studies. Except for .25 FTE for one term, however, no time has been released specifically for research.

[3]Entries in this column also are misleading in that data from school supervisors on competency demonstration also are used in many research efforts sponsored by the program. School supervisors have not as yet, however been involved in the planning, execution or reporting of specific research studies.

[4]Overhead for each reporting year has been figured at the rate of 40 percent of personnel costs.

Table 4B. Costs Associated with PROGRAM RELATED RESEARCH, 1974-75[1]

	Personnel							Equipment Services Supplies	Facilities Maintenance Overhead[5]	GRAND TOTAL
	College Faculty[2]	College Admin.	School Super.[3]	Assment. Staff	Work/Study Students	Secretaries	TOTAL			
Quality assurance studies	NA	NA	NA	.05 FTE + res. assts.	1 @ 15 hrs pr wk	.05 FTE				
				$2,400	$125	$300	$2,825	$1,000[4]	$1,130	$4,955
Methodological studies	NA	NA	NA	NA	NA	NA	---	NA	NA	---
Practice-oriented and basic research studies	NA	NA	NA	NA	NA	NA	---	NA	NA	---
Follow-up studies	.25 FTE for one term	NA	NA	.10 FTE + res. assts.	NA	.10 FTE				
	$1,200			$3,800		$600	$5,600	$1,000	$2,240	$8,840
TOTAL	$1,200			$6,200	$125	$900	$8,425	$2,000	$3,370	$13,795

[1]All FTE and dollar entries are approximations.

[2]Entries in this column are a bit misleading for in one way or another all faculty are involved in all research activities relating to the program. All are involved either in planning or approving proposed studies; all are involved in collecting the basic data to be used in approved studies (the data on competency demonstration); and all have an opportunity to be involved in reporting the data that come from approved studies. Except for .25 FTE for one term, however, no time has been released specifically for research.

[3]Entries in this column also are misleading in that data from school supervisors on competency demonstration also are used in many research efforts sponsored by the program. School supervisors have not as yet, however, been involved in the planning, execution or reporting of specific research studies.

[4]Includes $500 for computer rental.

[5]Overhead for each reporting year has been figured at the rate of 40 percent of personnel costs.

Table 5A. Costs Associated with PROGRAM DOCUMENTATION AND DISSEMINATION, 1973-74[1]

	Personnel							Equipment Services Supplies	Facilities Maintenance Overhead[2]	GRAND TOTAL
	College Faculty	College Admin.	School Super.	Assmnt. Staff	Work/Study Students	Secretaries	TOTAL			
Documentation (includes the preparation of program descriptions, the packaging of materials/ procedures used in program operation, the preparation of "case studies" in program development, etc.)	Expected as part of reg. assign.	NA	NA	.20 FTE $5,600	1 @ 7 1/2 hrs pr. wk $125	.10 FTE $600	$6,325	$500	$2,530	$ 9,355
Dissemination (includes the reproduction of materials for distribution, time spent in local and regional conferences, time spent with visitors to the program, etc.)	Expected as part of reg. assign.	NA	NA	.05 FTE $1,400	NA	.05 FTE $300	$1,700	$460	$680	$ 2,840
TOTAL				$7,000	$125	$900	$8,025	$960	$3,210	$12,195

[1]All FTE and dollar entries are approximations.

[2]Overhead for each reporting year has been figured at the rate of 40 percent of personnel costs.

Table 5B. Costs Associated with PROGRAM DOCUMENTATION AND DISSEMINATION, 1974-75[1]

	Personnel							Equipment Services Supplies	Facilities Maintenance Overhead	GRAND TOTAL
	College Faculty	College Admin.	School Super.	Assmnt. Staff	Work-Study Students	Secre-taries	TOTAL			
Documentation (includes the preparation of program descriptions, the packaging of materials and procedures used in program operation, the preparation of "case studies" in program development, etc.)	Expected as part of reg. assign.	NA	NA	.10 FTE $3,000	1 @ 15 hrs per week $125	.10 FTE $600	$3,725	$500	$1,490	$5,715
Dissemination (includes the reproduction of materials for distribution, time spent in local and regional conferences, time spent with visitors to the program, etc.)	Expected as part of reg. assign.	NA	NA	.05 FTE $1,500	NA	.05 FTE $300	$1,800	$500	$720	$3,020
TOTAL				$4,500	$125	$900	$5,525	$1,000	$2,210	$8,735

[1]All FTE and dollar entries are approximations.

[2]Overhead for each reporting year has been figured at the rate of 40 percent of personnel costs.

ABOUT AACTE

The American Association of Colleges for Teacher Education is an organization of more than 860 colleges and universities joined together in a common interest: more effective ways of preparing educational personnel for our changing society. It is national in scope, institutional in structure, and voluntary. It has served teacher education for 55 years in professional tasks which no single institution, agency, organization, or enterprise can accomplish alone.

AACTE's members are located in every state of the nation and in Puerto Rico, Guam, and the Virgin Islands. Collectively, they prepare more than 90 percent of the teaching force that enters American schools each year.

The Association maintains its headquarters in the National Center for Higher Education, in Washington, D.C. -- the nation's capital, which also in recent years has become an educational capital. This location enables AACTE to work closely with many professional organizations and government agencies concerned with teachers and their preparation.

In AACTE headquarters, a stable professional staff is in continuous interaction with other educators and with officials who influence education, both in immediate actions and future thrusts. Educators have come to rely upon the AACTE headquarters office for information, ideas, and other assistance and, in turn, to share their aspirations and needs. Such interaction alerts the staff and officers to current and emerging needs of society and of education and makes AACTE the center for teacher education. The professional staff is regularly out in the field -- nationally and internationally -- serving educators and keeping abreast of the "real world." The headquarters office staff implements the Association's objectives and programs, keeping them vital and valid.

Through conferences, study committees, commissions, task forces, publications, and projects, AACTE conducts a program relevant to the current needs of those concerned with better preparation programs for educational personnel. Major programmatic thrusts are carried out by commissions on international education, multicultural education, and accreditation standards. Other activities include government relations and a consultative service in teacher education.

A number of activities are carried on collaboratively. These include major fiscal support for and selection of higher education representatives on the National Council for Accreditation of Teacher Education -- an activity sanctioned by the National Commission on Accrediting and a joint enterprise of higher education institutions represented by AACTE, organizations of school board members, classroom teachers, state certification officers, and chief state school officers. The Association headquarters provides secretariat services for two organizations which help make teacher education more interdisciplinary and comprehensive: the Associated Organizations of Teacher Education and the International Council on Education for Teaching. A major interest in teacher education provides a common bond between AACTE and fraternal organizations.

AACTE is deeply concerned with and involved in the major education issues of the day. Combining the considerable resources inherent in the consortium -- constituted through a national voluntary association -- with strengths of others creates a synergism of exceptional productivity and potentiality. Serving as the nerve center and spokesman for major efforts to improve education personnel, the Association brings to its task credibility, built-in cooperation and communications, contributions in cash and kind, and diverse staff and membership capabilities.

AACTE provides a capability for energetically, imaginatively, and effectively moving the nation forward through better prepared educational personnel. From its administration of the pioneering educational television program, "Continental Classroom," to its involvement of 20,000 practitioners, researchers, and decision makers in developing the current *Recommended Standards for Teacher Education*, to many other activities, AACTE has demonstrated its organizational and consortium qualifications and experiences in conceptualizing, studying and experimenting, communicating, and implementing diverse thrusts for carrying out socially and educationally significant activities. With the past as prologue, AACTE is proud of its history and confident of its future among the "movers and doers" seeking continuous renewal of national aspirations and accomplishments through education.

ABOUT THE TEXAS TEACHER CENTER PROJECT

The AACTE Committee on Performance-Based Teacher Education serves as the national component of the Texas Teacher Center Project. This project was initiated in July, 1970, through a grant to the Texas Education Agency from the Bureau of Educational Personnel Development, USOE. The Project was initially funded under the Trainers of Teacher Trainers (TTT) Program and the national component was subcontracted by the Texas Education Agency to AACTE.

One of the original thrusts of the Texas Teacher Center Project was to conceptualize and field test performance-based teacher education programs in pilot situations and contribute to a statewide effort to move teacher certification to a performance base. By the inclusion of the national component in the Project, the Texas Project made it possible for all efforts in the nation related to performance-based teacher education to gain national visibility. More important, it gave to the nation a central forum where continuous study and further clarification of the performance-based movement might take place.

While the Texas Teacher Center Project is of particular interest to AACTE's Performance-Based Teacher Education Committee, the services of the Committee are available, within its resources, to all states, colleges and universities, and groups concerned with the improvement of preparation programs for school personnel.

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